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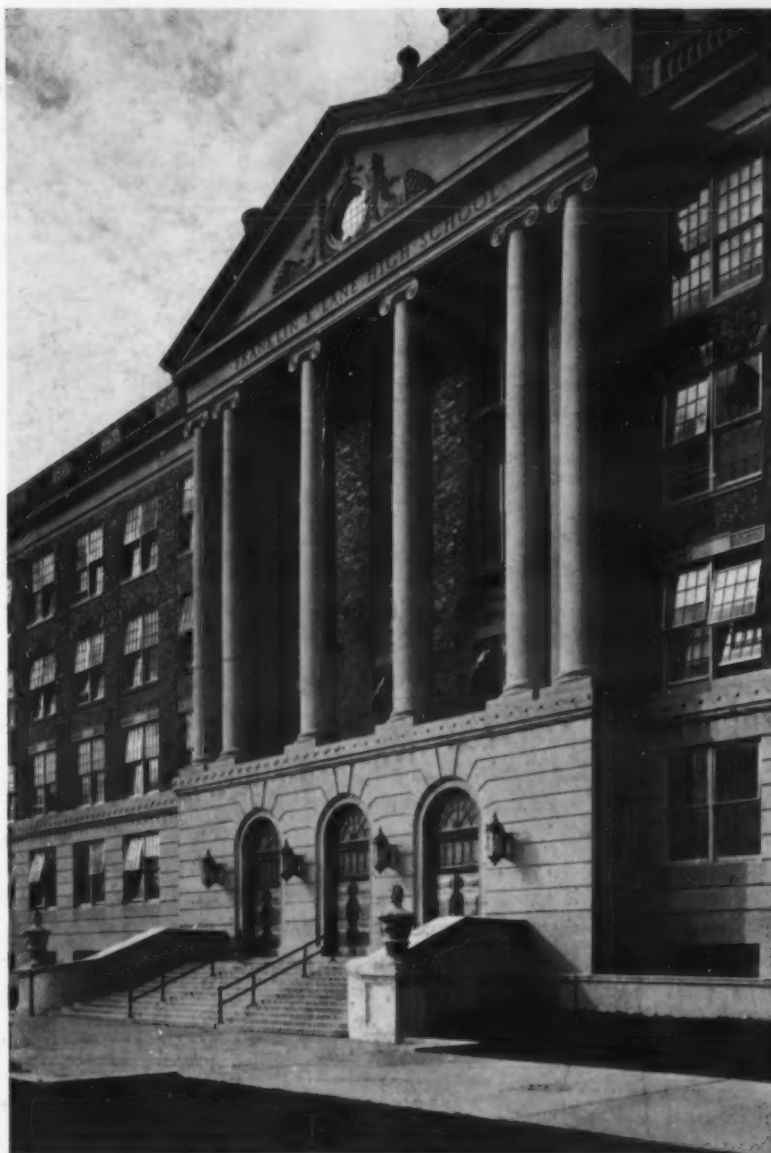
Number 2

AUG 1 1938

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THE AMERICAN School Board Journal

A Periodical of School Administration

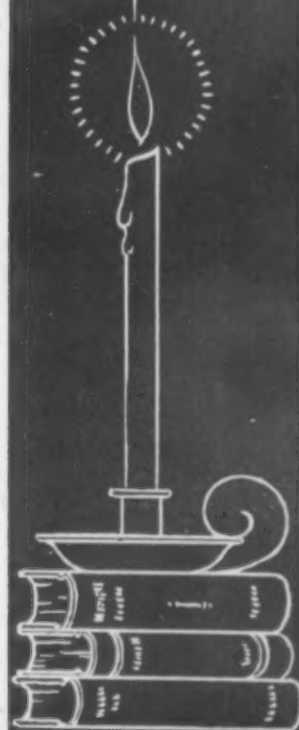


AUGUST, 1938

*In this Issue: Municipal Participa-
tion in City School Finance*

— E. C. Bolmeier

The Bruce Publishing Company, Milwaukee, Wis.



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THE AMERICAN School Board Journal

AUGUST,
1938

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Why Schools Cost More

The question which is asked with increasing frequency deals with school costs and finds its inception, in the taxpayer's mind, in the fact that there is a growing disparity between budgets and enrollment. The latter may have become static while the former continues to increase.

A study on the subject presented by the Educational Research Service of the National Education Association offers considerable light on the causes why the schools cost more money than they did some years ago. These concern themselves in the main with the decrease in the purchasing power of the dollar and the higher standards of living adopted in this country.

A graphic picture is drawn when it is told that in 1870 the school expenditures figured on the per capita of population was \$1.64 while the per pupil cost was \$9.23, and that in 1936 these figures had jumped to \$15.33 and \$74.67. But the underlying reason will be found in the fact that the service rendered today is far greater than that rendered some twenty years ago.

The picture becomes clearer when the increase in the school costs of 1930 are compared with those of 1914. The total school cost then was \$555,077,000. Since then \$960,227,443 is added chargeable to the decrease in the purchasing power of the dollar. Another increase of \$523,770,795 is chargeable to increased attendance, namely the lengthening of the pupil's school year, and finally an increase of \$278,999,535 is chargeable to an increased service.

Owing to a more complex order of things society makes greater demands upon government, and that also means that the agencies of popular education are called upon for an enlarged service. The public exacts more at the hands of the public schools than it did at any time in the history of the nation.

If the schools cost more now than ever before, it is partly due to a lessening of the purchase power of the dollar, but it is more largely due to the fact that the schools are rendering a greater service than ever before.

The Editor

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Editorial Material—Manuscripts and photographs bearing on school administration, superintendence, school architecture, and related topics are solicited, and will be paid for upon publication. Contributions should be mailed to Milwaukee direct, and should be accompanied by stamps for return. If unavailable. Open letters to the editor must in all cases contain the name and address of the writer, not necessarily for publication, but as evidence of good faith.

The contents of this issue are listed in the Education Index.
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THE AMERICAN School Board Journal

Volume 97, No. 2

AUGUST, 1938

Subscription, \$3.00 the Year



"IF YOU CAN KEEP YOUR HEAD WHEN ALL ABOUT YOU. . . ."

The Writing Lesson

C. O. Richardson¹

The third and fourth grades faced Miss Lindberg expectantly. "This afternoon we will have our first lesson in writing with pen and ink," she announced. "You must be careful not to spill your ink. Hold your penholder between your thumb and finger as I am doing." She held her hand high for all to see. "Let your hand rest lightly on your paper and point the end of the holder directly at your right shoulder."

These directions given, she walked slowly up and down the aisles approving or correcting as needed. When she came to Charlie Miller she lingered, for Charlie was left-handed and was having trouble.

"Charlie, you can point the end of your penholder at your left shoulder since you are left-handed."

With difficulty Charlie brought the end of the holder in line with his body instead of the clock on the front wall; but when he tried to make ovals a series of zigzag lines resulted.

"Let me help you," said his teacher, grasping his hand and guiding the pen through several gyrations.

"There, doesn't that look better?"

"Uh huh."

After completing her inspection Miss Lindberg returned to the board where she made a line of continuous ovals to be copied. For a time the room was full of the scratching of steel on paper; then a girl waved her hand.

"What is it, Mabel?"

"Charlie isn't doing it right."

Miss Lindberg examined his copy. "You must have made these the wrong way," she said.

Charlie nodded. The ovals were much better than when he held his pen as directed; nearly as good as Mabel's.

"Can't you keep your pen pointed toward your shoulder?" she asked sharply. "You'll never learn to write until you do."

"I can't write that way," complained the lad.

"Try, and keep trying."

The drill continued for fifteen minutes, after which the papers were collected.

"Whatever am I going to do with Charlie Miller?" Miss Lindberg asked her superintendent later. "He's left-handed. When he writes he twists his hand around until his fingers are pointed toward him. He just can't follow directions."

"Can you read his writing?"

"Oh, he writes as well as the average fourth grader," admitted Miss Lindberg.

"What more could you ask?"

"Improvement."

"That will come with age, the same as with the others."

"But he doesn't follow directions! He does everything backward."

"What do you mean by backward?" inquired Mr. Thompson.

"Just opposite from the directions in the book."

"Yet you say he writes as well as the average in his grade. What more could you expect?"

"He should get the proper slant and spacing and everything the book directions say."

"You mean he must unlearn his own style which you admit is legible and learn a style developed by the author of your copybook?" said Mr. Thompson, smiling a bit mysteriously. "After all, isn't the test of writing its legibility? If a child or adult writes a clear and legible hand, what more is needed? Why should one follow a style developed by another person? You say Charlie is left-handed and you say he writes backward; remember, it may not be backward for Charlie even if it seems so to you. That's only your different viewpoints."

"I hadn't thought of that," admitted Miss Lindberg.

"My conclusions about handwriting differ from those of many orthodox educators," continued Mr. Thompson. "Good writing does not necessarily need to follow the style outlined by a man who has written a book for commercial purposes."

"I never knew that."

"If one's handwriting can be read easily, it has performed its function of conveying the writer's thought to the reader. Why, then, should we teachers insist on having pupils unlearn one system and learn another, merely to make our teaching uniform? Where is uniformity getting us? We insist that this is a nation of individualism, yet in the public schools we practice the opposite from the first day. We run all children with their varying capacities through the same mold."

"How else could we do?" asked Miss Lindberg, perplexed.

"Now you have asked a real question," said Mr. Thompson. "Of course we can do little with certain subjects. But I claim that with writing, individuality should be permitted. Let me illustrate: Here is Hugh's handwriting, a firm, strong, straight stroke, perfectly legible. Now consider Margaret's; it is back-slant, dainty, with light lines, but it is read just as easily as Hugh's. Now tell me if these two styles are wrong and yours is right?"

"According to the course of study, they are," insisted the teacher. "But according to common sense, they are not."

"Every child should be required to develop a legible hand," declared the superintendent. "But don't try merely to change his style. There is very little handwriting

today in comparison with former times. Most business correspondence is typewritten. I'm of the opinion that we should teach children to type, once they have acquired a readable hand, say in the sixth grade."

"That would be something new," said Miss Lindberg. "But it would be practical."

"I have observed something else," continued the superintendent. "Have you ever noticed that handwriting has certain family characteristics?"

Miss Lindberg thought a moment. "I believe I could find some evidence of that," she admitted.

"I have watched it carefully," went on Mr. Thompson. "For instance, consider the Anderson family. All the children except Ruth have family characteristics—little things such as the spreading apart of the T's, the formation of the R's; the flourishes and angles of letters are the same in the entire family. Edward, Esther, Teddy, three cousins, all have the same characteristics; their parents on the Anderson side have the same. This is true of other families, including my own."

"Very interesting," declared Miss Lindberg. "How do you account for it?"

"I suppose certain muscular reactions are transmitted through heredity; these reactions apparently give the individuality to handwriting, just as we say 'Johnny walks like his grandfather,' or 'Mary talks like her mother.'"

"Sometimes brothers and sisters write differently."

"One inherits his father's characteristics, the other his mother's."

"Then what is the use of teaching writing if a child is bound to write like his father or mother?"

"Not like his father or mother," corrected Mr. Thompson, "but with like characteristics. In the first place, a child is not born with writing technique; he must acquire that later. He inherits certain muscular reactions which impart certain handwriting peculiarities, some of which are undesirable and can be eliminated. Where a child naturally has a legible hand, I see no advantage in changing his method. So if Charlie writes plainly and makes normal improvement, I'd let him alone."

Next time the third and fourth grades had penmanship Miss Lindberg watched Charlie closely.

"You make some very pretty letters, Charlie, and some not so pretty," she remarked. "Let's see if you can't make the poor ones better."

Charlie was delighted and he tried hard. Before the period was over he was doing creditable work. In the following weeks he worked industriously with his peculiar

¹Superintendent of Schools, Vesta, Nebr.

The Superintendent's Part in the Success of the New Teacher

Galen Saylor¹

Travelers in a strange land without a Baedeker to guide them!

Mary Jones wearily trudged home through the back streets of the town, broken in spirit and physically exhausted. It was difficult to keep back the tears until she reached her room. This was much different from what she so joyously had anticipated two weeks before when she had come to town, a vivacious and ambitious young girl entering on the first year of what she hoped would be a long and successful professional career in teaching. But tonight she was a distressed, discouraged, and bewildered traveler in a strange land.

Things hadn't gone right at school, that was obvious. Only that afternoon the superintendent had accosted her in the hall and told her, quite sharply, that it was against the policy of the school to require any homework of sixth-grade pupils. Had not there been a hint that some disgruntled parent had called to complain about that new sixth-grade teacher? And so at dismissal time she meekly withdrew her earlier request that several pupils take their spelling books home that evening.

The troubles seemed to date from the very first day. She had asked the pupils at noon dismissal to leave the room and building in a single, orderly line. Some of the pupils had protested that Miss Smith never made them do that last year, and they would bet that no other pupils in the school would have to march out in line. She stuck to her guns, after reprimanding several boys. During the noon hour she asked the teacher next door about it, and learned that it was not the practice of the school to require the children to march out of the building in order. Desiring to conform to school practice, she changed her policy that evening, to the obvious enjoyment of the class members who had protested the action at noon.

And so it had gone during the whole two weeks. Mary wanted to succeed, she wanted to co-operate with the school administration, to avoid simple, but embarrassing mistakes. But many things were done differently from the way she had been taught in the training school at East Normal School, so she never seemed to know just what was expected of her. The superintendent—it was a smaller town system in which the superintendent directly administered the grade school—seemed to be so busy all of the time that she did not wish to interrupt him to ask questions about such details, yet it was humiliating

to make mistakes and to suffer defeat in the eyes of the pupils.

Oblivious to all else as she slowly dragged herself home that night, Mary wondered if she had made a mistake, if, after all, she should have taken Nursing instead of Education. But teaching had appealed to her so much, she was sure it was her career.

A year later Mary Jones did enter nurses' training, for she was discharged from her school job at the end of the year. She had failed in her chosen vocation. But was it Mary Jones who failed, or was it the superintendent and school officials who had failed?

The Curse of Teacher Turnover

The public schools of our country are cursed with a high rate of annual teacher turnover. It is not uncommon for school systems in the smaller towns to begin the school year with one third to one half of their teachers new to the system, and every school system, regardless of size, usually has a number of new teachers on the staff each year. The waste and inefficiency resulting from this procession through the classrooms of the nation is tremendous. School administrators are faced with two problems, then; to try to decrease the amount of this turnover, and to develop the competency, efficiency, and effectiveness of new teachers to a maximum as soon after the beginning of the year as possible. Accomplishment of the second task will aid in the solution of the first, since that would tend to decrease turnover due to the failure of beginning or new teachers in the system.

The new teacher in a school, whether experienced or inexperienced, has many adjustments to make to the school routine, to the philosophy underlying the administration of the school, to the personalities of his associates, and to the life of the community. These adjustments must be made before he can render his best service to the school, the pupils, and the community. If the time necessary for this adaptation and adjustment can be materially shortened, or if acclimatization can be done more effectively, waste will be eliminated and the efficiency of the school will be increased. Proper induction of teachers into service will do much to eliminate turnover wastes. It represents the difference between trial-and-error adjustment and planned techniques.

Inducting new teachers into service in a school is a definite responsibility of the superintendent and administrative officials. Certainly each teacher new in his position,

if not every teacher in the system, has a right to expect intelligent guidance and competent professional direction in his work. If he does not receive this assistance, something is wrong with the administration. A board of directors of an industrial concern does not go around the plant heckling or dismissing individual workers in trying to eliminate inefficiency. It holds the general manager responsible, and, if after close supervision of the activities of the plant, he finds that an employee's incompetency is a factor in inefficiency, the employee is dismissed. While schools are not factories, the comparison is not unsound. In too many schools today, individual teachers are discharged by boards of education, while administrative officials who should have been held responsible for at least intelligent supervision of the teacher's work are rewarded with a new three-year contract.

If inefficiency in a school is the outgrowth of maladjustment, of lack of coordination, of misunderstanding, of forces pulling in different directions, of people working at cross purposes, of a lack of understanding of the desired goals, or lack of wise leadership, the administrative officials must be held responsible. If, after months of sympathetic guidance, the failure is due to incompetency, failure to co-operate, or defective personality, the individual teacher may properly be held to blame. In a large degree, the success or failure of a teacher new to the system depends on his administrative and supervisory officers—on their leadership, their helpfulness, their willingness to guide intelligently, and their ability to develop morale and a spirit of co-operation.

A well-planned and carefully organized orientation and adjustment program for new teachers is undoubtedly one of the most important means of developing morale among a teaching staff, and, be it emphasized here, morale is a major factor in the success of any school. The superintendent or principal who can kindle the enthusiasm and fires of ambition, who can nurture the will to succeed, who can inspire coworkers, who can win the confidence and co-operation of his young, new teachers has won a major battle in his campaign for an effective, co-ordinated school. On the other hand, if through lack of foresight and careful planning, he alienates them or causes them to lose confidence in him as a leader, he has destroyed the possibility of developing good morale. The period between the time the teacher files her first application for a position and the end of the first few weeks of school will

¹Director of Research, Nebraska State Teachers' Association, Lincoln, Nebr.

be the proving ground of the superintendent.

The following suggested procedures and techniques for inducting new teachers into service in a school are offered as a starting point in planning a program of orientation and adjustment. They may be used by a superintendent in building a program of induction which is designed to (a) bring the efficiency of new teachers quickly to a peak and (b) develop an *esprit de corps* among all teachers.

I. Induction Through the Selection and Appointment of Teachers

A. Favorable First Impressions. As everyone knows, first impressions are important. Try to give the new teacher, or the applicant who will become a new teacher, favorable first impressions of the school, the community, and yourself. Plan for the kind of impression you wish to leave with the teacher. You will want to develop a feeling of confidence in your leadership and ability, of a desire to be friendly and helpful, and of your belief in the ability and competency of the teacher.

B. Courteous Relations with Applicants. The first contact with new teachers usually is through the application, and it is from this relationship that first impressions are gained. Yet some superintendents are downright rude, and many are very unbusinesslike or gruff in dealing with applicants. In handling applications, particularly personal interviews, school officials have an excellent opportunity of building good will and of laying the foundation for cordial and friendly relationships later. Some suggestions: Answer all legitimate inquiries about vacancies accurately and promptly; be sure all candidates understand the requirements for the position before they go to the expense of making personal application; in personal interviews be friendly and polite and help the candidate, who is usually embarrassed, be at ease; if board members are to be interviewed, give the candidate a mimeographed list of their names and addresses, or a mimeographed plat of the town showing location of offices; state definitely the salary to be paid; do not promise raises in salary for succeeding years unless such are assured (many good teachers become disgruntled at the end of a year because of failure to receive anticipated increases in salary); immediately after a position is filled notify all unsuccessful candidates of this fact, unless applications are retained in an active file for other openings.

C. First Steps in Inducting the Successful Candidate. The successful candidate will be your new teacher, so start the inducting process immediately. Write him a cordial, friendly letter expressing pleasure over his acceptance and confidence in him. If the application did not contain complete personal data, obtain this at once, including information about personal accomplishments, hobbies, interests, and spe-

cial abilities. This will aid in making assignments for the year and be useful in establishing rapport later on in the year. Give publicity to local papers on new teachers, stressing qualifications for the position. The newly elected teacher will appreciate receiving a copy of the school paper for the balance of the term and also a copy of the annual and other descriptive literature about the school and community.

II. Inducting Procedures Subsequent to Election, but Prior to Opening of School

The procedures listed here should be followed soon after the election of the teacher to a position in the system.

A. Assignment. Of first importance is to give the teacher a clear understanding of the exact nature of the position to which he will be assigned, insofar as it is determinable at the time. Information about the grades or subjects to be taught, extra-curricular duties, and special responsibilities to be vested in the teacher may well be given soon after election. Not only will such procedure familiarize the teacher with his work and help to develop a favorable attitude toward it, but it will enable the teacher to plan his summer activities wisely. Many school officials also believe it is wise to discuss frankly with the teacher soon after his election the school situation in which he will work—type of children he will instruct, general background of the school's population, major problems that will be confronted during the year, and the challenges of the position. It seems rather ridiculous to elect a teacher to a position four or five months before the opening of school and then not inform him fully of his duties for the year until a few days before he actually enters upon them.

B. Teaching Aids. Much good may come from the practice of supplying new teachers soon after their election with copies of courses of study or instructional guides, lists of textbooks and reference books, and statements of suggested grade or subject objectives, methods and teaching procedures.

C. Salary-Payment Dates. All new teachers should be given definite information about the number and dates of salary payments for the year so they may plan personal budgets accordingly.

D. School Calendar. A calendar or schedule showing important dates of the school year, such as opening day of school, institutes, conventions, general teachers' meetings, vacation periods, and close of each semester should be sent each teacher. This will aid them in making plans for the year.

E. Board and Room Arrangements. The selection of a suitable boarding and rooming place is one of the most important personal problems facing a new teacher. His choice may mean much for good or bad in social adjustment to the community. Studies have shown this to be among the most trying tasks confronting teachers in

entering upon a new position, and one problem on which most of them desire advice and assistance. At the outset, the superintendent should inform newly elected teachers of any school regulations or board rules that may apply to living arrangements. He may assist teachers in finding suitable places by:

1. Providing a list of places that meet the standards of the school and community.
2. Preparing a mimeographed plat of the city which shows the location of approved places.
3. Having a committee of the P.T.A. meet the new teacher to advise her on living arrangements.
4. Having a committee of the local teachers' group assist them.
5. Personally escorting or designating someone to escort each new teacher about town to find suitable places.

III. Induction in Connection with the Opening of School

The opening of school is the critical period in the process of orientation, and it is during this time that the program meets its real test. Some suggested techniques follow.

A. Notification of Opening-Day Arrangements. Each new teacher, and perhaps others also, should be notified by letter of the arrangements for the opening of school, such as the date and hour of preopening conferences, general plans for the first day of school, and other pertinent information.

B. Welcome to the Community. Small but friendly acts often help to make the new teacher feel at home and kindly toward the school and community. Sincere letters of welcome from various officials belong to this category. Chamber of Commerce officials, the president of the P.T.A., and the president of the board of education may be asked to write letters of welcome to all new teachers.

C. Preopening Conference. This is a most important inducting procedure and should be carefully planned and well executed. Of course it goes without saying, that every superintendent will want such a meeting. The agenda of the meeting will need to be formulated in keeping with other administrative techniques for induction but the following is suggestive:

1. Formal welcome to school and community.
2. Introduction of new teachers.
3. Discussion of general aims and purposes of the school and of any special objectives or goals for the year.
4. Discussion of plans and procedures for opening day.
5. Discussion of more important matters of administrative detail and explanation of reports and record forms.
6. Distribution of teachers' manual, assignment sheets, duty schedule, class schedules, complete school calendar, and similar items.

D. Manual of Administration. Many schools issue some type of handbook or manual of administration to teachers. These may be most useful to new teachers as a guide to administrative practices and policies, and a ready reference for all teachers. Such a manual will serve to co-ordinate the management of the school and classroom and to aid new teachers in meeting troublesome details that lurk behind every bell. The content of the manual may vary

greatly with the local situation. Reeder² gives an excellent summary of topics that may be included.

The manual may be mimeographed or printed, but should be loose leaf so as to permit easy revision. The issuance of a handbook does not necessitate or auger dictatorial administration. Teachers should be encouraged and permitted to participate in the formulation of school policies, and the practices summarized in the handbook should be based on faculty discussion and subject to constant review by the teachers.

E. Orientation to the Building. The new teacher should be taken on a tour of the school plant and given information on building management, traffic, and similar matters.

F. Introduction to the Student Body. New teachers, particularly in junior and senior high school, should be introduced to the entire student body, and on the opening day if possible.

G. Teachers' Bulletin. A mimeographed bulletin for teachers issued more or less regularly is helpful in inducting new teachers, as well as in administering the school in general. The bulletins may contain announcements, discussions of pertinent school problems, comments on the general school situation, school interpretative data, and supervisory helps.

IV. Induction into School Personnel and Community Life

This phase of induction is most important, yet it is given too little attention by many superintendents. Proper adjustment to the personnel of the school and to the life of the community is an important factor in the success of a teacher, and quite frequently his success is judged more by such relationships than by the quality of classroom work.

A. New Teacher's Sponsor. Some schools appoint older teachers in the system as sponsors for new teachers, suggesting that he serve as a personal adviser to the new teacher and aid him through the first difficult month or two of the first year.

B. Local Teachers' Groups. An organized local teachers' club can do much to promote good will and friendliness on the part of new teachers and to aid them in becoming better adjusted to the school and its staff.

C. Professional Organizations and Relationships. The superintendent, as leader of the school, has a definite responsibility for inducting his teachers into proper professional relationships with the organized profession. A teachers' meeting may well be devoted to a discussion of professional obligations and a consideration of the organizations which they may wish to join.

D. Administrative Jurisdiction. Be sure the teacher has a clear understanding of the vestment of administrative responsibilities—the duties and responsibilities of teachers, principal, and superintendent.

E. Information about the School. Supply teachers with descriptive and interpretative materials about the local school, its history and traditions, financial support, special problems, enrollment, achievements, and similar items.

F. Adjustment to Community Life. The teacher should endeavor to be of the community, not just in it. Use of some of these procedures may aid in this adjustment.

1. Information about the community. Give teachers pertinent information about the community, such as a brief history of it, population, resources, industries, local traditions, form of municipal government, community activities and enterprises, and recreational and cultural opportunities.

2. Introduction to professional and business people of the community and to school patrons. Receptions, teas, and meetings of civic and social groups offer such opportunities.

3. Introduction to civic and other socially useful activities of the community.

4. Advice on financial matters. Laxity in paying bills and evidence of poor handling of financial matters are sure to bring criticism and censure on offenders, especially in the smaller communities. New teachers should be cautioned on such matters and be advised of professional duties in such matters.

5. Avoidance of criticism of local community. Teachers should be advised to avoid criticism, caustic remarks, and disparaging remarks about the community and the pupils entrusted to them. Ostentation, haughtiness, and braggadocio have no place in the life of a teacher.

V. Induction as the Year Progresses

The inducting process is not completed by explaining administrative routine, by holding receptions, or by distributing handbooks on administrative practices, important as these may be. Beyond this immediate orientation, is the co-ordination of the teacher's work with the going program of the school. Many teacher failures result from a lack of knowledge of what is expected of the teacher. Lacking guidance, the new teacher will proceed according to his best judgment, only to find, in many cases too late to save the situation, that the school or community expect quite different techniques, procedures, attitudes, standards, or professional and personal conduct.

But most important of all, the new teacher must be given adequate guidance and supervision so that his work in the

classroom and in the life of the school will be co-ordinated and articulated with the educational program of the school and community. Inefficiency is certain to result from teachers working at cross purposes. The whole field of supervision is involved, so this phase of induction naturally merges into the regular administrative and supervisory duties of the superintendent and principal. And such a merging is the desirable outcome of the entire induction process. Without attempting to discuss the problem fully, the following items are listed as deserving special attention in directing the work of new teachers throughout the year.

A. Working Philosophy of the School. Every school system is guided by a philosophy of education of some sort. This practical, working philosophy should be clearly recognized and stated—consciously brought out in the open—and it should be discussed with new members of the staff early in the year. Guiding principles of the school, responsibilities of each department, grade, or course, the basic conception of extracurricular activities, the school's attitude toward the community, and the philosophy underlying the discipline of the school are matters that should receive special consideration.

B. What is a Good Teacher? A statement or discussion of what the school expects of a teacher as a professional worker is valuable. The teacher needs some criteria by which to judge his success, some guideposts to the road to success.

C. What Constitutes Professional Growth? Correlated with the statement of the traits of a good teacher is a statement of what constitutes professional growth. Young members of the profession need assistance in selecting the proper aids to professional development and stimulation in making use of such aids.

D. School and Community Standards for Personal Traits. The administrative staff of a school has a definite responsibility to inform new teachers of the standards of personal conduct demanded by the community so that he may have the opportunity to adjust himself accordingly. If definite standards do exist, it is grossly unfair to wait until a teacher has violated such standards before informing him of them. We may reasonably expect all teachers to follow a high code of moral and personal conduct, but many things acceptable in one community are not tolerated in others. Teachers should be informed of such taboos.

Recognition of the need for an adequate program of inducting new teachers into service by superintendents is the basic element in the situation. The steps in the process can be readily determined by anyone who has the vision and recognizes the need. The suggestions outlined above will furnish a point of departure for the superintendent who wishes to improve the quality of educational activity in his school.

SCHOOLS AND PLAY

Someone has remarked that if compelled to choose between a school without any provision for play and a fine sort of play without any school he would take the latter. How silly is that?

At first I questioned this very seriously; then I began to analyze it.

A school without any play? It's practically impossible. Take out all spontaneous play, take out all organized play, take out all provision for dramatization of any situation and what have you left? Dull drudgery.

On the other hand, you simply can't have play of any commendable sort without its becoming a school: a school for health; a school for development of imagination; a school for development of nerve-muscle co-ordination; a school for development of social relations of a fine type; a school of industry.—C. E. Birch, Lawrence, Kans.

²Reeder, W. G., *An Introduction to Public Relations*, Macmillan, 1937, pp. 117-127.

Over the Hill

Bernard C. Borning¹

What lies over the hill?

That question symbolizes the curiosity that has led man forward through the centuries to the present. Some have been content merely to hear the tale of those who have crossed the hill. Others are never satisfied until they have seen for themselves.

In high school, as in all learning, the same holds true. Many learn much and wisely of the world from books. But those who learn best of all are those who not only read and hear about the world, but who go out and see it for themselves, feel it, taste it, smell it, as well. They learn so much and so well because they learn through so many channels, from so many stimuli. They learn that the real world is an interesting, vital thing to know, and their learning sticks.

This is the philosophy behind a unique extracurricular travel study class, at Marshall High School, in Minneapolis. Already several years old and growing, the idea enables high-school youngsters to study, first life in their home city, then life in some other city by comparison. Mr. Eldon Mason, Marshall teacher, is the man who started it.

Traveling in England in 1932, observing English secondary-education methods, Mr. Mason was struck by the importance of "field trips" in British education. If the idea was good in England, thought he, why not equally good in this country? Thereupon returning to Minneapolis he planted the seed for the present-day class in Marshall High School.

He invited four boys to go on a trip with him the next spring vacation to four towns in the state, a day or two to be spent in each town. Each boy picked a town and studied something of its history, its economy, its present status, and whatever else interested him most. Several strategically situated local persons in each town were contacted, and with this background the trip was made—with profit and pleasure to the whole group, the germination of an idea that has expanded and developed every year after.

Since then, groups of Marshall boys and girls have made a study trip each year, following a season of comparative study in their own city of Minneapolis. They have visited and investigated various Minnesota towns, Chicago, Milwaukee, and Winnipeg, Canada. Next year they plan to go to Memphis, Tenn.

Interests Basis of Work

The whole idea is based on the principle of division of interests and labor. Each high-school student, junior or senior, who desires to enroll and who meets the quali-

cations, selects his major and secondary "interests" for study. These fields he will pursue at home all year, and in another city when on the annual trip. Either vocational or avocational, such interests picked in the past have been: radio engineering, aviation, social work, newspapers, advertising, merchandise buying, art, music, the theater, schools and libraries, leisure-time activities, public health, conservation, government and politics, courts and crime, fire and police departments, public utilities, business and industry, local history, and others.

When all those enrolled in the class have indicated their fields of interest, committees are formed on that basis. Each field chosen has its committee; all those choosing it, belong to that committee. Thus, each phase of life to be studied in the home city and later in another city is taken up by a team of students working together under its own student chairman. The newspaper committee, composed of students interested in that field, studies newspapers; the art committee composed of those interested in art, studies its own field; and so on, for each group. Each committee has its senior branch and its junior branch—the seniors doing the more advanced local investigating, and all of the travel-class seniors together undertaking a more ambitious spring trip. A democratic student "Committee on Group and Individual Performance" enforces "a high level of performance," and may recommend to the whole class the probation or dropping of any class member falling down. Very seldom has this action been necessary.

The primary method of local investigation used by committees is the interview. Suppose a faculty adviser arranges an interview for the newspaper committee with a local newspaperman. Before the scheduled interview, that group meets to decide what to ask the newspaperman. The result is a list of questions typed out and sent to the newsman. The student group also keeps a copy. Such a technique of preparation beforehand mutually benefits both students and the person interviewed. During the interview, the students take notes and later one writes up the permanent report. Committee members take turns handling this responsibility. The result is a file of material built up throughout the year by each committee—valuable for reference later.

"Learning by doing" is also used to get at phases of local life in connection with some of the interests of travel-class members. Thus, the music committee has been present backstage during opera performances, members of the aviation committee have undertaken part-time jobs at an airport. At various times newspaper committee members have spent several days in-

side a newspaper building, observing the making of a paper from beginning to end.

Sharing Acquired Knowledge

Periodic meetings of the class allow members to make oral reports on their findings, giving each student to some extent the knowledge dug up by all the others. General knowledge gained, plus findings of specialized investigation, thus result in true education. Occasionally also, parents come together to hear of the progress of the class and to lend their interest and co-operation to make it successful.

Naturally growing from such local work, is the preliminary preparation looking toward acquaintance with the city to be visited in the spring. Books dealing with the interests being pursued are read. For several months prior to the trip, the class subscribes to representative newspapers of the trip city. Later, actual contact is made with leaders in the trip city. The class adviser writes to some person or group in the trip city who has shown willingness to co-operate, asking for names, addresses and positions of representative people in each of the fields being studied by the travel class. After these have been supplied, individual committee members write to such persons, in this way getting a partial introduction to the trip city by letter, and acquainting those in that city with the travel-class idea. The result is usually a profitable correspondence, and the promise of an interview when the future trip is taken.

In a project as ambitious as that at Marshall High School, the question of financing naturally comes up. Various means of raising money for the annual trip are used—practically all of them arranged so that students themselves earn the money. This phase of the project, calling for individual initiative, as well as group co-operation, has real educational value. It teaches students the value of money, how to work hard, and develops in them poise and confidence.

At the outset, members of the class are asked to pledge whatever amount of money they can afford. To date, these voluntary pledges have never exceeded twenty dollars for a student, and the average is much less. Needy students are discouraged from pledging any money at all, especially if they must appeal to parents. Money earned by students themselves is welcome. This individual earning is done by delivering papers, knitting or sewing, doing housework, caring for children, mowing lawns, working in stores, lunchrooms, or drug stores, and by similar odd jobs.

Most productive of funds are the co-operative money-raising activities. Among these are paper collecting and selling, candy sales, soliciting magazine subscrip-

¹Minneapolis, Minn.



For several months before the party came to Milwaukee members of the class read a Milwaukee daily paper to get a grasp of local conditions and problems.

tions, and renting and operating a parking lot during University football games. Sale of Christmas cards alone last year grossed \$700. An annual variety program, featuring student acts, novelty numbers, and a dance, helped swell the fund.

Self-financing, it is felt, has great value in the training and experience it gives. Only sincere, determined students are willing to participate in such an arduous program for the sake of broadening their knowledge. Whether or not parents can afford a trip for their son or daughter makes no difference. Ambition, not money, counts in this project. "One of the most effective members we ever had," says Mr. Mason, "was a boy who had to borrow a coat and vest in order to go on one of the trips!"

The Trips

When the time comes for the annual spring trip, these knowledge-hungry youngsters are set to have the time of their lives. Money has been earned, individual fields of interest have been studied, persons in the trip city have been contacted, and are waiting to help the students see and learn as much as possible during their visit.

On arrival in the trip city, the method of investigation is much the same as that used at home. Persons in the various fields, previously contacted by letter, are called by telephone and appointments for interviews are made. Reports on these interviews are written up by committee members, as at home. Institutions of the city are visited, its life is observed first hand.

Problems of administration and co-ordination are handled by adult advisers during the trip. Periodic meetings of the entire group are arranged for purposes of com-

paring progress and exchanging ideas and observations. Efficiency is necessary if students are to learn, see, and enjoy themselves as much as possible in the limited time of a few days.

Living arrangements must be worked out, and every detail having to do with the health, safety, and happiness of the group while away from home must be considered. Usually, classes have lived in hotels. Socially and from an administrative standpoint, this has been advantageous, but there have been other drawbacks. On one trip to smaller cities, students lived in the homes of leaders in the fields being studied. Thus, the politically interested lived with the mayor; those studying newspapers stayed with the editor. While this arrangement has the advantage of letting students learn from leaders during their off hours, it disperses the class as a whole. The best solution, Mr. Mason believes, may be a combination of living in hotels part of the time, plus living with local leaders on a paying-guest basis for a day or two.

What has been accomplished by the travel-class idea?

On the tangible side is a growing library of travel material. Each year another class makes its contribution. Written reports based on work by the various committees at home and in the trip cities, snapshots, civic literature put out by cities studied, personal-impression expositions, and the like, are bound together to comprise minia-

BOOKS IN SCHOOL

The wisdom of past and present comes to us through books. No more useful habit can be acquired in school than that of an abiding interest in finding out facts through reading. — C. E. Birch, Lawrence, Kans.

ture studies of various communities. In this way a virtual library on midwest life is gradually being built up, valuable for later reference and research.

On the intangible side, are the countless impressions, and experiences, impossible of incorporating in written reports, that have enriched the lives of students. These youngsters have tasted a bit of real life, have experienced the power of co-operation, and have tried the art of self-government. They have learned much in the fields they have studied, which has broadened their whole outlook. To some extent, they have seen for themselves "what lies over the hill," because they have learned to climb the hill to see.

THE ISSUE OF PUBLIC AID FOR PAROCHIAL SCHOOLS

Several of the state legislatures have during the past few years concerned themselves with the question of extending aid to non-public as well as public schools. The report made by the President's Advisory Committee on Education argues that "local schools receiving federal aid should be authorized to make their health and welfare service available to pupils in nonpublic schools." While the Federal Government would make such aid permissible, it leaves the determination of any policy on the subject to the option of the states themselves.

A report issued by the Federal Council of the Churches of Christ in America contains the following:

"The fact is that certain states have provided for aid of this sort. In Louisiana public funds are now used for purchase of textbooks for children attending parochial schools, and the United States Supreme Court has sustained the law authorizing it. In New York, under a law which has just been declared unconstitutional by the State Court of Appeals, transportation has been provided to parochial-school children on a basis equivalent to that on which it is provided for public-school children. What the recommendation of the President's Advisory Committee seems to amount to is that the Federal Government, recognizing that the control of education is not a federal function, would remove any obstacle within states where some aid to parochial- and private-school children is now being given, or may be authorized, to the administration of federal and state funds on the same basis.

"The New York Court decision just referred to was divided—four to three. Chief Judge Crane wrote a dissenting opinion in which two members of the court concurred. He said in part: 'The statute in question does not have the effect of giving public money, property or credit in aid or maintenance of religious schools. The aid is given to the pupils who are legally attending such schools to assist them to spend the required time in attendance upon instruction.'"

The report points out that the granting of federal aid to any one religious denomination in their efforts to maintain religious schools would necessitate support for many denominations which would finally result in confusion and chaos. The report closes with this paragraph: "On the other hand, there seemed to be general agreement in the group that the separation of education from religion, which is one of the great basic cultural interests of the people, is altogether unsound. It seems fair to say that the drift of public opinion today is in this direction."

School Swimming-Pool Operation and Maintenance

S. A. Cook¹

To the operating personnel is entrusted to a large degree the safety and health of the school children. No unit of the school plant requires more careful and uniform attention than the swimming pool, the management of which must be above reproach. A swimming pool with dirty and cloudy water is repulsive even though it may be practically free from sources of contamination and infection. On the other hand, an apparently clean pool may be in a dangerous condition from the standpoint of health-destroying bacteria.

In order that swimming pools may be "above reproach," there is presented herewith a résumé of suggested methods of operation together with regulations tending toward the establishment of high standards in their maintenance.

I. Water Supply

When it is considered that a single bather will contaminate from 800 to 1,200 gallons of new water to the point where the water is apt to be dangerous to other swimmers, it can readily be seen how important it is that the water be maintained in a clean and sterile condition. Two methods may be used to accomplish this result: (a) the "fill and draw method" — emptying the pool and refilling at frequent intervals; (b) the "recirculation method" with filtration and disinfection.

The second is the method preferred by far, because if properly carried out, it affords a far cleaner, purer, safer, and warmer swimming pool than is possible to effect by the first. Comparing two pools of the same size, one with the water changed twice a week and no treatment added, and the other with the water recirculated and purified daily, it is estimated that the latter will serve fully five times as many bathers as the former with less than half the water and will be a warmer pool.

Swimming pools using the "recirculation method" need not be emptied more than once a year, and then only at the time of the suspension of swimming classes during the winter or summer. Fresh water, however, should be added daily to replace the losses. Probably one tenth of the volume of the pool water must necessarily be so replaced. Some water is lost due to evaporation, some in slopping over into the scum gutters, some is carried out of the pool in the suits of bathers, and still more is lost through the use of suction cleaners, and in backwashing the filters.

II. Recirculation

The heart of the swimming-pool circula-

¹Pasadena, Calif.

tion system is the pump in the circulating lines. In conjunction with this circulating system other equipment has been provided to afford various treatments for the pool water, including water filters, a water heater, and equipment for disinfection and coagulation.

Leading from the outlet of the pool to the circulating pump is a pipe line in which a hair catcher or suction strainer is generally installed. This suction strainer is a metal chamber equipped with a wire basket through which all water reaching the pumps must pass. The function of the strainer is to collect hair, lint, hair pins, buttons, stones, and other large articles which get into a swimming pool and must be removed before they get to the pumps or into the filter. It is important that the strainer be kept clean at all times, and cleaned not less than once a day. Two strainers should always be kept on hand and when one is removed for cleaning, the other should replace it immediately.

The next piece of equipment in the circulation line to be considered is the centrifugal circulating pump. The pump itself requires no further regular attention than the proper lubrication of the bearings and moving parts. This lubrication, however, is a matter of prime importance, for dry bearings become worn rapidly. The centrifugal pump is probably more satisfactory for this type of service than any other kind of pump.

III. Filtration

From the pumps the water is forced through pressure filters. Filters are usually installed in banks of two or three units in parallel, in order to permit continuous operation and recirculation while one of the units is out of service for cleaning or repairs.

The system should be so planned that all the water in the pool will pass through the filters once in eight hours or less and at a rate of not more than three gallons per minute per square foot of sand surface in the filter. The filters are usually of the pressure type and are large iron tanks with layers of screened sharp filter sand and filter gravel not less than 36 inches deep which clean the water passing through by removing particles of dirt.

In the operation of the pool, it is necessary that the water be circulated through the filters sufficiently long to maintain clean water in the pool and in any event during the entire swimming period.

The one index of defective pool filtration is cloudiness in the pool water. In the event of cloudiness, the filters must be operated for longer periods and should it remain

cloudy after 24 hours, the cause may be traced to one of a number of cases among which may be mentioned:

- a) Inadequate filter capacity
- b) Inadequate circulating pump capacity
- c) Damaged filter media which allows unfiltered water to escape at a too high filter rate
- d) Too much or too little filter alum or soda ash

Dirt removed from the water would remain in the filters unless it were washed out. Provision must be made therefore to backwash and clear the filter sands. This is done at approximately three times the rate of filtering. Were the backwashing allowed to exceed such a rate to any great extent, the pressure would be so high that it would tend to wash the sand from the filters. Waste water from filter backwashing must be disposed of into the city sewer on account of the dirt. The filters are backwashed until the outgoing water appears clean in the sight glass installed on the waste discharge pipe. It is essential that this sight glass be kept clean in order to properly judge the cleanliness of the water.

Filters should be washed not less than three times a week and oftener if the need is apparent.

The sand within the filters should be inspected occasionally to insure that the beds have not become caked or contain surface or shrinkage cracks. The filter sand should always be loose and clean.

In a system which receives proper attention, it is found that the filter beds will not need renewing very often, and that they frequently will last for as long a period as six years.

The pressure filters are equipped with gauges on the inlet and outlet pipes for the determination of loss of head or back pressure in the filter medium. The pressure differential for clean filters should be about one pound. A differential of three pounds indicates the need for backwashing.

IV. Disinfection

The rules covering the sanitation of swimming pools adopted by the Department of Health of the State of California require that at no time during the period when the pool is open to patronage shall there be more than 1,000 total bacteria per cubic centimeter when tested on a standard agar medium for 24 hours at 37.5 C., and that the *B. coli* shall not be present in more than 50 per cent of the one cubic centimeter portions of any sample examined when confirmed on Endo medium.

In order to maintain such a condition of the pool water, disinfectants are added. In general, swimming-pool disinfection is

accomplished by one of three methods:

- a) Sterilization by ozonation
- b) Sterilization by means of the ultra-violet ray
- c) Sterilization by chlorination

Of the three methods, the last is preferred and is effected by means of chlorine gas, which is injected into the circulating line adjacent to the filters before this water is returned to the pools. It is interesting to note that the method of disinfecting the water with chlorine is the same method that is used in many cases to disinfect public water supplies.

Under filtration we have said that the pool water must be circulated through the filter during the entire swimming period, even though the water in the pool is clean. The important reason for this is that chlorine gas is added to the water during the process of recirculation, in order that it may be distributed throughout the pool as uniformly as possible, and it is essential that the disinfectant impart a certain degree of permanence in the disinfectant properties of the water in the pool. The action of the chlorine should last for several hours.

The amount of chlorine to be used varies with the patronage, the warmth of the water, the strength of the chlorine, and the amount of organic matter, iron, or manganese in the water. As an average one pound of chlorine for each swimming day is needed for 100,000 gallons of pool capacity, plus wasted water.

The chlorine is added by means of a

pulsating injector, with which it is possible to increase or diminish the dosage as required to compensate for the variations in the bathing load. Experience has shown that if the free chlorine in the pool is above 2/10 parts per million, the pool is in a disinfected state, and if there be more than 5/10 parts per million, there is an excessive amount of chlorine which becomes troublesome to the bathers. The amount of chlorine, therefore, must be maintained between 2/10 parts per million and 5/10 parts per million. Experience alone will teach the operator how to vary the amount of chlorine fed into the pool with the varying conditions existing. The amount added must be gauged by tests made for free chlorine, checked occasionally by bacteriological tests as sometimes the free chlorine tests may be unreliable.

Bacteriological tests of pool water are often made by city health authorities periodically at their discretion.

The test that the operator should make for free chlorine is made by the use of the indicator orthotolodin. When this solution is added to a sample of the water, it gives a yellow color proportionate to the amount of chlorine present. Comparison of the yellow color is made with the standard color samples, thus telling the operator of the number of parts of chlorine per million parts of water in the pool. Test should be made of samples taken daily near the inlet, the outlet, and at intermediate points of the pool.

Another method for making this test

is as follows: The materials required are a bottle of orthotolodin solution, a graduated pipette, and two hard rubber tubes mounted side by side on a small base. In the bottom of one tube is a yellow glass, in the bottom of the other is a clear glass. Both tubes are filled with water from the pool to within one inch of the top. One c.c. of orthotolodin solution is added to the tube having clear glass in the bottom. It is stirred for two or three minutes when the water in the tube should turn to a yellow color darker than the color in the other tube.

Water is then drawn from the tube containing the solution until the color in the tube matches that of the glass in the other tube. When this balance is reached, a pipette is inserted into the tube containing the solution and with finger placed in position over the hole in the top, withdrawn. The reading on the tube at the level of the liquid is noted. This reading indicates the number of parts of chlorine per million. Should the reading indicate that the number of parts is above or below the 2/10 to 5/10 parts limits outlined above, the number of pulsations of the chlorine feed apparatus should be adjusted as necessary.

It must be remembered that filtration is only intended to make the water clean and clear. Dependence for freedom from injurious bacteria can only be obtained through disinfection.

(To be concluded)

Is Legislation the Way Out?

H. M. Lafferty, Ph.D.¹

W. R. Wimbish, M.A.²

What role shall residence play in determining a school's teaching personnel? Theorists are generally agreed that "the residence of a teacher should most certainly not be regarded as a critical point in determining employment except as it directly affects the efficiency of the instructional program." This tendency to dissuade boards of education and school superintendents from legislating in favor of, or against, home-talent teachers as a class is based upon an awareness that such legislative practices assume, for convenience, that all home-talent teachers possess similar professional strengths and weaknesses. The fallacy behind such distorted reasoning is obvious. Local teachers, taken individually, exhibit no greater degree of homogeneity than do teachers who are teaching in communities other than the one in which they claim residence. To assume otherwise challenges man's claim to individuality, to innate and acquired differentials. To assume otherwise makes

geography rather than the academic and personal qualities of the applicant the really vital force in conditioning the quality of the school program.

School administrators confess the inability of success in the academic subjects to serve as the sole criterion in evaluating an applicant's fitness for a teaching position. School administrators admit that an applicant's chances of being favorably considered are greatly enhanced if he possesses a pleasing personality; a personality which among other things includes: the ability to understand children, the ability to make friends, the ability to adapt oneself to new and vastly different situations, tact, neat personal appearance, leadership, loyalty, moral character, cooperativeness, etc. This tendency on the part of school administrators to insist that an applicant supplement tangible strengths with assets that are more or less intangible is an admission that the role of the teacher is an important one. To safeguard the significance of that role a selective machinery in the form of amount of work

done in college, grades made, types of professional courses, success in practice teaching, experience in the field, personality tests and scales, recommendations, etc., has been drafted in order to distinguish as accurately as possible the desirable applicants from the undesirable. Such a tendency is an admission that each and every teaching vacancy possesses an individuality all its own, and that to fill a vacancy with a teacher whose individuality clashes with that of the position to which that teacher is assigned is disastrous to the child, the school, and the teacher. Such a multiple check upon the merits of teaching applicants indicates how far school administration has advanced in its determined efforts to assure this country of an enlightened citizenry.

Reasons: For and Against

Many boards of education, however, are not yet ready to adopt such a philosophy of school administration. They are not yet ready because to accept such a philosophy means that they must quit playing at

¹East Texas State Teachers College, Commerce, Texas.

²Superintendent of Schools, Forrester, Texas.

omnipotence and get down to the serious business of finding the best available teacher for the job that is to be filled.

Despite the close correlation between the quality of the instructional program and the quality of the teaching personnel, and despite the importance of school boards and superintendents adopting employment policies consonant with modern administrative principles, there exists a noticeable lack of research material on the status of the home-talent teacher.³ In general, the superintendents and boards of education who endorse the employment of local teachers offer the following reasons as justification for their stand: (1) serves as a practical and economical investment; (2) insures against transient teachers; (3) is a discharge of an obligation to local taxpayers; and (4) protects community pride by giving employment to the local unemployed. Conversely, school boards legislate against or discourage the utilization of local teaching talent in order to: (1) facilitate the removal of unsatisfactory teachers; (2) minimize the influence of politics on school policies; and (3) assure a better basis for selecting teachers.

In an attempt to better establish the case of the local teacher a study was undertaken in 1935-36 involving 49 small city school systems in Texas.⁴ Twenty-six of the schools were in cities having populations of 2,500 to 5,000; twenty-three of the schools were in cities with populations of less than 2,500. Using the records in the State Department of Education the following comparisons were noted:

Findings of a Comparative Study

1. Local teachers are slightly older than non-local teachers. The median age of the local teachers (women) is 31; the median age for the foreign-talent teachers (women) is 27. The median age of the local teachers (men) is 32 as against a median age of 29 for the non-local teachers (men).

2. A greater percentage of home-talent teachers are married than are non-resident teachers. Twenty-seven per cent of the local female teachers are married while only 12.5 per cent of the foreign-talent female teachers are so classified.

3. Local teachers have had more teaching experience. For the home-talent teacher the median years of experience is 10 years; for the foreign-talent teacher the median is 7 years.

4. Local teachers enjoy longer tenure. In the largest cities studied (2,500 to 5,000 population) the median tenure for the home-talent teacher is 6 years or twice as long as the median tenure of the non-local teacher. In cities of less than 2,500 population the median tenure for the local teacher is 6 years or three times the median tenure of the non-resident teacher.

5. Home-talent teachers receive smaller salaries than do non-local teachers. In cities of 2,500 to 5,000 the non-local women teach-



A. J. STODDARD, PH.D.
Superintendent of Schools-Elect,
Philadelphia, Pennsylvania

Dr. Stoddard, one of the nation's best known school administrators, has been elected Superintendent of Schools at Philadelphia to fill the vacancy created by the retirement of Edwin C. Broome.

Dr. Stoddard is a native of Nebraska, a graduate of the Peru, Nebraska, State Teachers College. He holds a master's degree from Teachers College and the doctorate received from Rhode Island State College.

He has been superintendent of schools at Bronxville, New York; Schenectady, New York; Denver, Colorado; and since 1929, at Providence, Rhode Island. He is 49 years of age and married. He has lectured widely on educational subjects, has been a frequent contributor to educational magazines. He has been active in the American Association of School Administrators as a committee member and as president.

ers draw an average salary of \$838; the non-local men teachers are paid \$1,183. Local women draw an average salary of \$805 while the local men are paid an average salary of \$983. In the smaller cities comparable salary discriminations in favor of the non-resident teachers exist.

6. Home-talent teachers have had less college preparation. The percentage of foreign-talent teachers holding bachelor degrees exceeds by 30 the per cent of resident women teachers similarly trained. For the men holding the bachelor's degree there is a 17 per cent advantage in favor of the non-residents.

7. Home-talent teachers are as well prepared professionally as non-resident teachers. In the matter of number of college credit hours completed in courses in Education neither group shows any superiority.

8. Home-talent teachers are most reluctant to join professional educational organizations. Approximately twice as many non-resident teachers belong to some professional organization than do local teachers. In each group, however, less than 50 per cent enjoy some professional group affiliation.

9. Home-talent teachers compare favorably with foreign-talent teachers when rated by the superintendent or principal. Figures fail to show any teaching superiority on the part

of either group when both are rated on a three-point rating scale.

It is not the purpose of this study to expose or defend the home-talent teacher. The material presented above certainly does not set up the home-talent teacher as the embodiment of all that is desirable in the way of professionalization. Conversely, the data just given fails to support the contention that local teachers suffer by comparison with nonresident teachers. Less transiency, longer experience, greater maturity; these are the discernible advantages of the home-talent teacher. Higher salaries, better academic training, greater display of professional interest; these are the observable strengths of the foreign-talent teacher. Such comparative strengths coupled with the fact that superintendents and supervising principals consider both groups equally effective in the classroom fails to elicit any justifiable reason for permitting residence to condition a school's policies in the matter of selecting teachers.

Competency the Best Test

What this study is interested in, then, is building up in the minds of superintendents and boards of education the idea that the instructional needs of a school system cannot best be met when teaching applicants are considered on bases other than their ability to discharge the duties of the position for which they have applied. A school in order to function with maximum efficiency needs the best teachers it can afford to employ. To circumscribe the search for superior teaching talent by insisting that all home-talent teachers be excluded from consideration is sabotage, pure and simple. Group legislation is not the way out. It may be the easier way, but it is not the best way assuming that "best" is defined in terms of what is best for the child. An acceptance of the philosophy that each teaching applicant should be judged solely on his individual merits would do much toward increasing the quality of our public-school offerings. Only by considering and evaluating separately each and every applicant on his own qualifications can a superintendent and a school board ever hope to achieve their professed obligation of providing for each and every child in the community the best possible program of instruction that that community is capable of maintaining on its present tax rate.

MR. HANSON GOES TO SALT LAKE CITY

Mr. E. M. Hanson, formerly superintendent of the public schools of New Ulm, Minn., has been recently elected assistant superintendent of schools at Salt Lake City, Utah.

Mr. Hanson, who came to New Ulm from Hutchinson, where he was superintendent, had shown rare administrative ability and a wide knowledge of school administration.

He holds an M.A. degree from the University of Minnesota, and was one of two nominees for president of the Minnesota Education Association in 1938.

Mr. Hanson's work in Salt Lake City will include the direction of instructional work in the junior- and senior high schools and the supervision of arithmetic and natural science in the elementary grades.

³For an excellent discussion see Dennis H. Cooke, *Problems of the Teaching Personnel* (Longmans, Green and Company, 1933), Chapter XVIII.

⁴W. R. Wimbish, and H. M. Lafferty, "The Home-Talent Teacher," *School Review*, 55:672-677; November, 1937.

By-Laws for Boards of Education

Herbert B. Mulford¹

On a recent occasion when about fifty presidents of boards of education were in conference, someone asked how many of the boards represented there used bylaws. Only one responded in the affirmative. This gave one pause for thought as to why the tried and trusted methods in vogue since one's boyhood debating days should be in the discard. Was it doing business "on the cuff"? Was it merely sloppy? Was it because the fundamental laws for the operation of school boards were contained in the state school code, and could not be altered materially by self-made rules? Was it because bylaws were really useless? Whatever the dominating cause, one could guess that a number of positive and very good reasons for having bylaws and using them were overlooked.

Without trying to exhaust good reasons for their use, one may cite a few to throw light on some of our more obvious school-board problems.

1. When new members are elected to boards, which may easily be every year, they are pretty much at loss to understand board procedure and the reasons for departing from customs one might be familiar with in such organizations as corporations, civic groups, churches, clubs, etc. The most convenient document that could be placed in a new member's hands would be well-drawn bylaws, wholly consonant with the state school law.

2. There is a great deal of discussion over the relative authorities of board members, elected officers, committees, and the administrator and his staff. The method par excellence to set any doubts at rest is the bylaws on the subject which officially, legally, and formally sets up the division of labor of the school system. The bylaws may very well be accompanied by a graphic chart showing the descent of authority from board, through the administrator and down into all the ramifications of the given school system.

3. A similar subject for discussion, and dispute, are the so-called "policy-forming" legislative functions of the school board. Not to enter into the merits of this discussion, one must bear in mind that limiting a board's authority by its own resolution does not limit it in law, if acts conflicting with the resolution of self-limitation are needful to the operation of the board. During the long period of depression hundreds of board members had to take on administrative duties, quite in conflict with the theory of mere legislative activity, in order to save their schools. Now, while a single resolution could be overthrown very quickly to establish a new precedent, bylaws might not be treated

in so cavalier a fashion. Bylaws to become effective are adopted formally by the entire board. While, of course, they could be amended on relatively short notice, the mere formality of the situation is likely to give board members pause for thought before overturning a precedent.

4. Idealists in education repeatedly stress the importance of not discarding policies arrived at by the careful thought of previous boards; a new board should not play fast and loose with established policies. While, in many cases, the many different types of policies of a system must be carried in records other than bylaws, still the procedure for arriving at such policies and the changing of them can be so formalized as to tend to keep the best, at the same time calling attention to the manner for discarding mere worn-out tradition.

5. Finally by making the bylaws the repository of very brief statements regarding strictly legal points, such as making budgets, passing appropriation ordinances, certifying to tax levies, rescinding parts of levies, calling elections, stating the legal quorum, fiscal year dates, etc., not only is a ready reference provided for all in authority, but the regulations thereby are greatly clarified for all.

In order to give an idea of the contents of board-of-education bylaws for the average school, the following outline may be of service.

General Provisions

Name of District. The district has its popular and its technical name. Both these should be stated separately. It is wise to include the legal description by township and range, for this on occasion is used.

Area of District. To be stated in as simple terms as possible.

Composition of Board. This must conform with the law. While it may seem redundant, it is useful. Sometimes in districts comprising several incorporated towns or villages there may be a gentlemen's agreement that such and such members shall come from this or that town. While this does not stand in law, if the agreement is contained in the bylaws it gives to the idea the force of tradition and can be used the more effectively.

Duty and Authority of Officers

President. There is a wide difference between the president serving merely as a presiding officer and taking positive leadership in school administrative affairs, as he undoubtedly has the right to do under the law. This situation should be carefully discussed and the decision expounded very clearly in the bylaws. Rights to vote, to appoint committees, to initiate action of

various sorts, etc., should be clearly detailed. This frequently will serve to pin an obligation directly on the president, which otherwise might go by default through lack of understanding of the responsibility.

Secretary. Not infrequently the superintendent, business manager, or other paid employee may serve as the secretary duly elected by the board of education. On the other hand, there are numerous cases where an unpaid board member may serve in this capacity, even to the point of physically writing the minutes and keeping books of account. The exact status of the secretary, compatible with the law, must be understood and should be detailed in the bylaws. Similarly, the delegation of secretarial duties, if divided among several persons, should be shown. It must be made clear that this authority flows directly from the board of education and in no wise comes through the administrator, unless the administrator serves in this capacity himself. The secretary job is one provided by law and not by administrative inference.

Board Committees. Here is a matter that is a bone of contention for educational theorists. Shall the board employ standing committees or shall it always act as a committee of the whole? There are arguments on both sides. Those opposed to standing committees argue that a small clique can make important decisions without the knowledge of the whole board and then railroad the matter through by resolution, to the detriment of the school. Similarly it is stated that "senatorial courtesy," by which all members always vote alike, works to suspend real thoughtful consideration of weighty matters.

It is notorious that there are frequently active and inactive people on boards and that traditionally chairmen of committees may do all the work. This may go to the extreme of assuming that the prerogative of working alone belongs to such. All matters of this type will be clarified and improvement made if details of agreement and decision are included in the bylaws.

Meetings of Boards. Not only is the matter of quorum at board meetings frequently abused, as well as the dates of meetings frequently changed to the detriment of service to the school, but in many systems meetings are confined primarily to mere business routine. Educational policies often are of much greater importance than mere buildings, grounds, and money. Because of this the board must decide whether it is to employ special types of meetings where nothing but far-reaching policies shall be discussed. The mere detailing of such meetings in the bylaws may be the means of maintaining a more enlightened policy of development.

Administrative Staff. This section should

¹Member, New Trier Township High School Board, Wilmette, Ill.

be carried out into great detail according to the conception of the board as to authority, both *de jure* and *de facto*. It must be borne in mind that the employees have no authority in law, save as delegated to them by the board. The board has the power, if it so wishes, to detail definitely administrative duties to committees or individuals of the board just as logically as to paid employees. However, there should be consistency in the rules. The usual procedure is to make the chief administrative officer [employee] responsible in turn for the whole staff, and to vest in him sufficient authority to carry this policy into effect.

In this connection, much friction will be eliminated if the bylaws explicitly set forth embargoes against types of meddling of board members with teachers' or administrators' prerogatives.

Details of this section will depend upon the size and the elaborateness of the school system. There may be genuine service in having detailed the broader duties of employees, from janitors and teachers up through department heads and administrative council to the chief. There are occasions where if board authority were a definite bulwark in certain jobs, misunderstandings and friction might be reduced.

From this point the given board which wishes to benefit by formalizing rules may elaborate the personnel rules to suit the system and its own point of view.

Elections. Responsibility for seeing that elections are held according to law should be pinned on someone very definitely. At the same time, it may be possible to adopt a policy by which, instead of the board being merely self-perpetuating with a strong likelihood of mediocrity, the local caucus or group that should make nominations is adequately advised of the type of candidate that will add value to the board.

For convenience, dates of elections, rules on clerks and tellers, compensations, etc., may here be detailed.

Fiscal Business

Budgets. There are many phases of budgetary procedure that are open to more than one interpretation. Without tying the hands of the board too much, it is possible through the bylaws to fix some of these interpretations. Legal regulations in respect to budget hearings, publications, etc., should be reflected.

Appropriations and Ordinances. This procedure, where called for by the state law, should be in sufficient detail to serve both for convenience and as a check on legality of procedure.

Fiscal Year, Quorum, Etc. These are more for convenience than for regulation, but should be set forth as formally adopted by resolutions.

Tax Levies. Succinct statements should be made as to duties of board and employees in voting and certifying levies, to whom papers must be sent, procedure for rescinding parts of levies if the certification has been excessive, etc.

Relations to Other Local Officials

Legal Counsel. While it is not necessary to put name of attorneys in the bylaws, it may be helpful to make distinctions as to types of attorneys to retain for specific needs, such as general advice, suits, opinions on salable securities, etc.

Township School Trustees. The relationship of the board with such trustees, within the law, should be clearly set forth for the sake of clarification of this relationship, which is so frequently misunderstood. Often the trustees, because they have in Illinois the power to appoint the township school treasurer, think they themselves serve in the capacity of the treasurer. This, of course, is fallacious.

Township School Treasurer. Many school administrators and board members think the township treasurer is a fifth wheel to a wagon. Such officials usually employ their own bookkeepers and would like to control the treasurer in his sworn duties. For the sake of clarification, the bylaws should show the real relationship within the law, what may be expected of the treasurer and what he can legally insist upon doing.

Financial Audits. While financial audits may be included in the work of the finance committee, if there is one, it is just as well to formalize this highly important function by detailing it separately. Provisions should be made that auditors who may audit the township treasurer shall not be employed to audit the separate school districts' affairs. Dates of audits presumably should coincide with the adopted or required fiscal year.

There is immense slovenliness in certain phases of auditing. For instance, if there is a serious lag in the distribution of state aid money, taxes already collected,

etc., to the proper district official, audits should include a reckoning on such assets already due the district. In Illinois this should be done by the auditors of the township school treasurer and enforced by the township school trustees. But they do not do this.

Delinquent Taxes. Where there is a will to do the job, delinquent taxes can be forced in. Provisions should be made in the bylaws for periodically checking on the situation through audits and otherwise, and a special committee should be organized to enforce collections by every possible means.

Educational Audits. Educators are prone to think they are doing a good job as it is. There should be a special committee to bring under expert and citizen survey, at stated periods, objectives in the school program and the means for arriving at them. This formality will not be so disagreeable if it is set down in the bylaws as a foregone policy of action.

AUTHORITY VS. CO-OPERATION

There is much talk and little action in regard to co-operation. Many do not see its value and all have been conditioned in education under autocratic relations which emphasize authority, loyalty to those above, and unquestioned acquiescence to directions handed down from superintendent to supervisors to teachers to pupils. We know that this system discourages initiative, co-operation, and sharing. It begets sterility of ideas, engenders fears, suspicions, jealousy, and a bad group psychology.

But when a superintendent or director tries to transform the autocratic situation into a democratic-co-operative one, a majority of the teachers prefer to retain the yoke of authoritative prescription rather than assume the responsibility of initiative that goes with co-operation.

Democratically educated teachers, supervisors, principals, and superintendents are not found in large numbers in our schools. They give democracy valuable lip service in discussions and teaching, but practice autocracy.—Herbert G. Lull.



The problems of providing resilience, warmth, and free movement without undue slipping are solved in this gymnasium of the Jenkintown, Pennsylvania, Grade School by use of a willow green asphalt tile floor. The game court lines are inset strips.

Advice on Asphalt Tile Floors

Clark Samuel¹

Asphalt tile floors which are now being installed in gymnasiums, corridors, and other school areas subject to especially heavy traffic, can be maintained with a minimum of effort if methods recommended by manufacturers of the materials are followed.

One manufacturer suggests that asphalt tile floors should be cleaned with a recommended cleaner, after which the floor is mopped with clear water to remove soap film. It is absolutely necessary to avoid the use of oils, soaps, and detergents with abrasive fillers, or any compound containing free naphtha, gasoline, turpentine, etc.

For the first cleaning it is advisable to use a fairly concentrated solution — about

¹Lancaster, Pa.



School authorities and architects are recognizing the part which a well-designed and well-kept floor may play in making schoolrooms attractive. The Laguna Beach Elementary School at Laguna Beach, California, has classrooms of asphalt tile finished in Travertine marble and Cordovan marble patterns.



Kindergarten floors serve numerous instructional and play purposes in the kindergarten and the activities are greatly facilitated by the use of custom built linoleum floors marked for games and made happily interesting with familiar Mother Goose figures. The kindergarten of the Jefferson School, Manitowoc, Wisconsin, has taupe jasper linoleum with inserts of eggplant and yellow linoleum.

one part of cleaner to six or eight parts water. Thoroughly scrub the floor, then take up the dirty solution with a mop or squeegee. Rinse with clear water.

Waxes which contain naphtha, turpentine, and similar solvents should never be used on asphalt tile floors, because these solvents attack the asphaltic binder.

The daily care of an asphalt tile floor which has received one or more applications of water-emulsion wax consists of brushing the floor with a soft-hair broom to remove the dust and dirt that normally gathers on the surface.

A typical use of asphalt tile in schools is found in gymnasiums or basement rooms with concrete subfloors. Moisture-resistant

asphalt tile can be cemented directly to concrete that is in contact with the ground. Hence the expensive sleeper construction that is necessary for wood flooring in such areas is eliminated. As a result, repairs and replacements due to rotting of sleepers are eliminated.

Asphalt tile is an ideal flooring for gymnasiums because it is splinterless. It is also resilient and does not tire players nor deaden the bounce of basketballs.

By using long, narrow strips of asphalt tile in contrasting colors, the game and court lines of gymnasium floors can be inset to become an integral part of the flooring. These colors run through the full thickness of the asphalt tile and are not

rubbed off by scuffing feet. Repainting and costly refinishing are never required.



Noiselessness, long wear, and attractive coloring are achieved in the corridors of the Ogden, Utah, High School. The flooring material consists of asphalt tile, ivory marble in color, with Delft and Ebony marble inserts and borders. Battleship linoleum identical in pattern with the corridor floors has been used for the stair treads and risers. The floor harmonizes with the walls, ceilings, and lockers which are finished in ivory, white, and brown respectively.

Sane Principles of Tenure

Robert D. Baldwin¹

Tenure, as we know it today, in the sense of the desire of the individual to retain his position, is a relatively recent problem, a result of the growing specialization of labor and the consequent dislocations and unbalance in occupations. In early colonial times every man's unspecialized labor produced his food, his clothing, his shelter. One's labor was precisely one's living, and there wasn't any other. Most of the teaching was still done incidentally in the family circle, imitation being the basic method. Even in later colonial America special instruction by a designated individual, if measured in time devoted to it or numbers engaged, was a relatively insignificant enterprise. Those capable of its exercise or even willing to try were scarce. Often they were indentured servants who paid their passage from Europe by agreeing to teach for a period of years before achieving their "freedom." Patrons weren't so particular about the teacher's competence if only he would stay with the school even through a single term of three months.

As further specialization has accustomed us to a more adequate material, intellectual, and spiritual civilization, however, we have raised our sights as to the competence of the teachers who are to be guides and companions of our youth. Still securing and retaining competent teachers persists as perhaps the chief concern of all who deeply understand and genuinely appreciate the public school. The time and energy which parents, civic clubs, principals, superintendents, and boards of education expend each year to enhance conditions of social contact, living arrangements, physical environment, professional association, and economic reward for teachers point unmistakably to general prevalence of community desire that teachers render continuous service in and identify themselves permanently with the same community.

Hence it is hard for the ordinary citizen to comprehend the current furor the country over for permanent tenure legislation. Why should teachers thus seemingly "carry coals to Newcastle" by having it written into the statutes that they are to retain permanently the positions which patrons, board members, and school administrators all are so anxious to have them retain in the first place? Have we missed some cue? Perhaps the situation requires further analysis.

Competency and Preparation of Teachers

First of all, are all teachers equally de-

¹The author who is Professor of Education at West Virginia University read the present paper before the Forty-third Annual Convention of the Pennsylvania School Directors' Association, at Harrisburg, February 2, 1938.

sired as permanent parts of the school community? This question breaks down into two major issues: (1) Are all teachers equally congenial personally and competent professionally? The offhand answer, in terms of what modern psychology and common sense reveal, is that, since teachers are human, they are not. Members of any unselected group measured with respect to any trait, will vary profoundly one from the other. Someone objects that teachers are not an unselected group; and to a certain extent that is true. But anyone familiar with the certification requirements in a typical state knows that the mesh of the sieve through which individuals pass on to licensing is wondrously coarse. In most states some certificates are still valid which rest upon so slender a requirement as graduation from the elementary school and successful passing of an examination not notably more exacting than that set for students completing the eighth grade. Some holders of these credentials are excellent teachers. Most of the competent have meantime attained markedly higher credentials. In the nature of the case, many of these holders of lower grade certificates will rate distinctly inferior as teachers of modern youth.

Some will object that this is the blackest of the picture; that typically even elementary teachers today have at least two years of preparation in a normal school or teachers' college. Granted. But, in spite of splendid progress in many respects, the conditions under which too often they are forced to recruit students are not such as to favor notably high quality in candidates preparing for teaching. It is most unfortunate that legislatures preparing to appropriate funds for support of higher education commonly inquire only the number enrolled, and ignore the important question of efforts made to select students carefully and to sift them still more strictly in training. So long as numbers rather than quality of product determine appropriations for the maintenance of teacher-preparing institutions, they can hardly be expected to strain out inferior students, thus curtailing their numbers, in the interest of the otherwise obviously much-to-be-desired enhancement of the character of their teacher graduates. The same goes for state universities and privately controlled higher institutions more than one might guess. Thus the energies that ought to be focused upon making the best possible teacher out of really promising material are spread thin in trying to keep all afloat. Thus are thrown upon the teacher market many inferior candidates to compete with the really qualified for available positions. To many trustees one graduate looks as good as another; and too often

those offering to sign for less salary per month take the positions from the really competent. So we are forced to conclude that the considered as well as the offhand answer is that all teachers are not equally congenial personally and competent professionally. It follows that the less promising would be less desired, and might quite excusably not be desired at all.

How are Teachers Hired?

Second, do all boards and superintendents decide initial engagement and continued retention of teachers on the basis of personal congeniality and professional competence? The writer's deliberate judgment based on direct experience, critical observation, and extended study of the literature is that, in the overwhelming majority of districts teachers are evaluated in terms of these criteria. Especially is this true where boards secure and follow the counsel of professional administrators.

Still it must be acknowledged, with deepest regret, that teachers are sometimes selected and continued in service because of such irrelevant matters as religious or political affiliations; relationship by blood or marriage to some member or some friend of a member of the board; the economic need of the candidate, especially if his home is in the community; and in a few cases, alas! the cupidity of board members. Unfortunately situations in which such bases for teacher selection are employed are not limited to small districts where trustees choose teachers without benefit of professional counsel. Often when the board does have this help available it ignores the superintendent and employs teachers "on its own." Still too many states provide for election of school-board members by wards, or districts of a county, on partisan tickets, at regular political elections, and for terms such that a clear majority of the membership may be swept into office at one election. Thus the very statutory provision for the fundamental administrative mechanism of the school district tends to encourage (1) subdistrict, piecemeal, divisive thinking in place of the district-as-a-whole concept of the board member's obligations; (2) party rather than public administration of the schools; (3) political rather than educational frames of reference; (4) revolutionary change rather than evolutionary development of board policies. Under such conditions, regrettable though it be, still it is not surprising that all too frequently (once in a million is too often) boards divide the school district according to the areas which they erroneously believe themselves to represent, and proceed individually to nominate principals and teachers for these areas; pass out teaching positions as party

spoils or patronage; select for their superintendent a schoolman(?) who is politically "right" and who will administer the schools with a view to political in addition to (which is poor) or even rather than (which is infamous!) educational expediency; or ignore their administrative officer, who finds himself as the result of just one election the hold-over superintendent of a district in which only a minority of the present board helped to select him and chooses to continue to seek and generally to follow his advice. When schools are administered directly by a district-minded, political board, or indirectly through a catspaw superintendent, it is not unlikely that personal character and professional skill will weigh light in the scales determining teacher selection and retention and that tenure will be somewhat insecure, particularly for those teachers whose personal and professional qualities shine with such contrasting brilliance amid the foggy administrative insufficiency or subservience of the superintendent and the shady political intrigue of the board. So we must conclude that altogether too many decisions as to teacher personnel are made in terms of criteria, consciously or unconsciously accepted, which eliminate fundamentally sound educational values.

Do Teachers Feel Secure?

In our attempt to see all of the picture of the teacher-status background of tenure, a second question merits attention: Are all teachers equally desirous of and concerned with having their positions secured by direct permanent tenure legislation? This question is also subject to further breakdown, thus: (1) Do all teachers feel equally secure? The offhand answer is clearly that they do not. Those who have come to their positions by devious routes; who hold them through the favor of some individual or party (it is said that all men are mortal and that democracies are ungrateful, which latter dictum politically minded board members please note!); whose initial preparation has been scanty and who have not kept abreast of the advancing professional procession; who are failing to measure up in ability daily to deliver in terms of masterful guidance of the learning of children in the schoolroom — these are decidedly uneasy in their berths. For they have embarked, not on the ship of state, but on a privateer of privilege or political piracy.

Certainly, other things being equal, the teacher who has come to his place by reason of anticipated capacity, who has retained it by demonstrated competence, who owes his position to no individual, clique, or party, in short, whose social and professional conscience is clear, typically enjoys the greatest feeling of security. The common observation of those who have given the matter more than passing attention is that, where professional administration is in control, the chief agitators for

permanent-tenure legislation have been the personal and professional incompetents. But alas, not all administration is professional, nor is professional administration always in control of personnel matters. And that, good friends, is another and not so pleasing story.

Every time a school board, for whatever reason — political, religious, nepotistic, propagandistic, because it disagrees as to some social or economic views to which some teacher has — reaches around the superintendent and presumes directly to engage or dismiss a member of the staff, it trespasses upon an area where it has no license, deserts its rightful and important function of legislation and policy adoption, and usurps the administrative prerogative. Not only so, but it furnishes *red-hot shot and valid ammunition* to all who would put all educators and all education in the sort of legalistic strait jacket which direct permanent-tenure legislation inevitably creates. I give way to none in appreciation of the splendid service, painstaking, self-forgetful, and public-spirited, rendered year after year by school-board members who, out of their busy lives, find time to serve their community, state, and nation in this grass-root, fundamental way. And so it is in the interest of sound administration which must always place responsibility and commensurate authority in hands by training and experience most ready and able to assume these, that I urge that the board is competent to (1) choose its superintendent; (2) formulate, with his advice, the broad lines of educational policy for the schools; and (3) appraise continually the degree of success which the schools under the superintendent's administration are achieving; but that the superintendent must be responsible for (1) advising and recommending to the board for consideration and approval general and special policies for the schools; and (2) administering and executing these policies. This way lies a better than fair chance for administrative harmony and a constructive, co-ordinated program. Any other way lie inevitably administrative maladjustment, personal grief, and educational impotence. And above all administrative responsibilities which the superintendent should by training and experience be competent to shoulder stands that function which is the heart of successful administration always — nominating for election, transfer, promotion, or dismissal all members of the clerical, maintenance, and, most important of all, the instructional staff. Deprive him of this prerogative, and you eliminate most of the reason for his service. Attempt for one minute to shoulder this burden for him, and you strip his hands of significant strength and his position of professional prestige, and put in the hands of those who may be ever so ready to fling in your teeth charges of politics, nepotism, favoritism, or even collusion for gain, a valid and destructive weapon. Not only so, but you

add substance to the only solid, reasonable foundation upon which a permanent-tenure legislative program can rest. Only when the case can be made that personnel decisions in the schools depend upon other than the sound grounds of adequate preparation, personal fitness, and professional competence will intelligent public support rally to such a program, if the issues are clearly drawn. Our considered answer, then, to the question whether all teachers feel equally secure is that they do not; and that, under proper administrative arrangements, only the poorly prepared, personally inept, and professionally incompetent experience insecurity of tenure.

Teachers' Responsibility in Tenure

Do all teachers accept the basic "individual-social equity" implied in permanent-tenure legislation? In general considerations of social justice oppose any tendency to load the law in favor of any individual or group and against the larger social interest. Ethically these considerations probably weigh even more heavily. Practically, however, permanent-tenure laws generally are weighted to secure to the individual his position without any reasonably enforceable reciprocal guarantee to the community of his permanent service. To be sure the thirty- and sixty-day-notice clauses are usually in the statute. But have you often known a superintendent and board seriously to attempt to hold a teacher, who turns in his resignation to go into effect immediately, to this provision, even though such resignation seriously disrupts instructional service and causes onerous administrative burdens? Occasionally it happens, but it is commonly futile from the standpoint of educational results, for after all, whether the services of a teacher who has resigned are cheerfully and effectively given during the enforced period depends wholly upon the conscience and sense of professional responsibility of the teacher. For practical reasons, therefore, if for no other, superintendents and boards usually do not attempt to enforce the advance-notice clause. However, other considerations more generous, such as good will toward and rejoicing with the teacher over such an opportunity more to his liking and probably in the line of promotion, generally weigh even more heavily in the decision to accept a resignation even on the briefest sort of notice. My experience is that teachers, in many cases, at least — and I have a high opinion of the ethics of our profession — more readily accept guaranty of their own security under a permanent-tenure law than they clearly discern and cheerfully abide by the reciprocal obligation of only relatively permanent service to the schools where they are teaching, when a more attractive position either professionally or financially offers elsewhere. Quite probably tenure ought not to connote the obligation to remain with one's position when a larger opportunity for

professional growth and service opens elsewhere. Provided such transfer does not leave the schools in one's present location seriously in the lurch, I should subscribe to this view. But fairness also drives me to support the position that, if the local administration can secure someone superior to myself, who can guide the learning of children much better than I can, after I have been professionally advised of my relative deficiencies and have been given opportunity to bring up my work to the limit of my powers as a teacher, then it should have that reciprocal privilege.

Importance of Tenure for Education

Here we come to the crux of the tenure problem. In one sense it is not a problem in and of itself. It is verily merely one aspect of the larger problem of personnel administration, the object of which is to enhance the quality of the service rendered to the schools. It becomes a problem of strategic importance in its own right because it is generally conceded that learning goes on most effectively under the continuous, consistent guidance of those who have come to know a community and its people, their abilities and their problems, who have come to appreciate and to utilize the educative resources of the local environment, and who feel an intimate, friendly interest in their pupils whom they understand by reason of a more than touch-and-go acquaintance. In short, tenure is important to the extent that it enlarges the scope and deepens the impress of the process of education, by means of which American democracy perpetuates and progressively reconstructs itself to meet its changing problems and to build stronger its defense against ignorance, intolerance, economic greed and impotence, and social injustice. The prime principle of sane tenure, then, is that it shall serve a *public* in addition to, and even over and beyond a *private* purpose. All tenure arrangements must stand or fall by this fundamental test.

To the extent that American democracy is deprived of that continuous, competent teaching service by which its childhood and youth come surely into possession of our common heritage and learn to lift their share of the common load, citizens are deeply concerned to correct conditions which give rise to this deprivation. Conversely, insofar as American democracy is saddled with incompetent teaching by reason of which its childhood and youth lose their vision and learn to lean rather than to lift, citizens are deeply concerned to unhorse this headless rider of the public payroll. Thus the fundamental social, civic, and educational problem of tenure, succinctly stated, is (1) to protect the professionally alert teacher in the vigorous, dynamic practice of his art; (2) to protect the springs of the democratic way of life as they head in the free, American public school from the professionally inept and incompetent.

Our question is how best to meet this problem. Too often in the past, where it has been faced at all, it has been seen dimly through the emotional stresses attendant upon some teacher's seemingly arbitrary dismissal. Not always or even typically have the merits of the case been investigated. And we must recall once more that boards have sometimes trespassed upon the prerogatives of their professional officers, and at others have themselves played politics, or favorites, or worse. Even administrative and supervisory staffs occasionally have lost sight of their real function of leadership and have stooped to levels of picayune, myopic, and ultramechanical, not to say inquisitorial, inspection in place of helpful supervision. Under such conditions teachers, harassed and bewildered to the point of rebellion, have taken their grievances in no uncertain terms to the people and the legislature. And our people and their representatives, with characteristic conviction that wrong must be righted "pronto," have yielded to our great American temptation here as in many other matters of social disorder to *legislate the injustice right out of existence*. And we mean just that. Thus tenure legislation has typically overshot the mark at which all legislation properly aims, equity as between individual and social claims, and has made it unreasonably difficult to dislodge incompetence from behind its barb-wire entanglements of legalistic, permanent tenure.

A Program for Permanent Cure

That continuing tenure for competent teachers is highly desirable is generally agreed. We would further insist that it is essential if we are to get really effective teaching. But that such tenure is most likely to arise from a frontal, legislative attack which produces the kind of law which Pennsylvania now has we cannot agree, because (1) permanent tenure overreaches what we may properly call professional tenure to take under its wing as much incompetence as Holmstedt³ found in his New Jersey study and Cubberley⁴ at Portland, thus shaking both public and professional confidence in its essential soundness and social spirit; (2) permanent-tenure legislation attacks a symptom and ignores the underlying organic disease. May we, then, in limited space, propose here briefly a curative regimen which we have treated elsewhere at greater length,⁵ which frankly recognizes lack of continuity in teaching service as a symptom, searches for the basic organic defects which produce it, and then seeks permanent restoration to health and vigor by treatment which, as the physician would put it, gives promise of improving organic functioning.

What are the organic weaknesses of the

³Holmstedt, R. W., *Effects of the Teacher Tenure Law in New Jersey* (New York, 1932).

⁴Cubberley, E. P., *The Portland Survey*, World Book Co. (1916).

⁵"Professional Tenure for Teachers," *AMERICAN SCHOOL BOARD JOURNAL*, Feb., 1937.

educational system already touched upon herein which appear to contribute to uncertain and insecure tenure?

1. The wholly inadequate preparation for so technically exacting a public service as teaching which is accepted as justification for legal certification. Legally qualified but professionally undernourished "teachers" who have not paid the price of proper preparation tend to regard teaching as a trade, to be more concerned with retaining an income than with keeping abreast of their job, and hence resist supervisory stimulation. In this spirit they are likely to press for any sort of relief against authority which tries to hold them up to efficient professional accomplishment.

2. The too common practice of institutions devoted to teacher preparation of enrolling more students than they can satisfactorily serve and than the teacher market can absorb under favorable tenure conditions, resulting in overcompetition for available vacancies and often in pressure on boards and superintendents to "create" openings.

3. Defective organization of school boards because of election by wards or subdistricts; on party tickets; at regular political elections, where school issues are confused with other educationally irrelevant matters; and for terms which permit a majority of the board to be new members, able therefore to revolutionize school policies.

4. Faulty superintendent and board relationships which result in the board's assuming technical functions which it is admittedly not qualified to perform, in particular initiating recommendations of the professional staff.

5. The prevailing practice of giving teachers one-year contracts, thus inevitably impressing upon their minds that theirs are only temporary positions, and prejudicing them against taking the long-time, which is the only psychologically and educationally sound view of the guidance of learning.

Finally, pointedly to prescribe treatments to restore the educational organism to wholesome, co-ordinated functioning:

1. Establish as minimum qualification for teacher preparation carefully integrated academic and professional study extending at least four years beyond high-school graduation.

2. Let teacher-preparing institutions select and educate with finer discrimination only the more promising, limiting output to that number, with perhaps a 10 per cent margin for safety, which experience indicates the schools are likely to need.

3. Elect board members without residence restriction to represent the district as a whole, at a special election, on a non-partisan ballot, and for terms such that no one election can change a majority of the membership.

4. Write it into the board regulations of your district or even into the statutes, and abide by it, that the superintendent shall have sole authority to nominate all staff members for election, transfer, promotion, and dismissal.

5. Write it into the statutes that contracts with teachers are continuing, that a regular teacher's position is his from year to year unless he receives notice *signed by the superintendent* at least 60 days before the close of any school term specifying why his services will no longer be required.

Follow this complete course of treatment earnestly and scrupulously, and the educational organism will function normally.

Selecting a Mathematics Text for the Junior-High School

Charles E. Garner¹

Selecting a text for school use is a task of importance, even though the teacher is recognized as the one great and indispensable force in the classroom. It still is necessary to have a text in mathematics and that text, in order to be satisfactory, needs to fit fairly well into the philosophy of those teaching it. It is also important that the teachers be oriented in the philosophy of the author of the book.

Too many times the selection of a text is done by following the line of least resistance. A committee is appointed to select a book. A day is set for the hearing, and the representatives of the book companies come and present their wares. The best salesman probably has more to do with the final choice than the best book. This brings into the schoolrooms a supply of clean books, but it does not guarantee that a book is selected that fits into the modern trends of the respective fields for which a new book is needed.

Orienting the Teachers. Teachers, like mechanics, must be constantly orienting themselves in terms of changing content emphasis. When a Model A is changed to a V8, mechanics have to make rather sudden and complete adjustments. The same is true of materials and methods of teaching.

It is then quite likely that one of the greatest assets in textbook selection comes in the reorientation of teachers to their task, and in bringing about a unification of attack on the problems of selection.

Long-Term Task. The task of selecting a new textbook necessarily becomes an extended study. It is one small way of vitalizing the thinking in curriculum revision. A school year is none too long a time to examine the literature on the subject, to determine the items to be considered in keeping with current trends, to create a scoring device or guide that makes for objectivity of selection, and to make a choice in compliance with these conditions.

The literature should be carefully combed and a bibliography of desirable materials gathered and placed in a central location. Teachers with full teaching assignments are busy people, and if they are to do the requisite study, books and educational periodicals must be placed in an accessible place. A bibliography alone may be of no help at all. A representative group of materials was made available to our teachers in a recent selection of a junior-high-school mathematics series.

When the trends most desirable to progress of teaching mathematics and most acceptable to the local situation are agreed

upon, the matter of creating a measuring device can be begun.

A number of changes have taken place in the development of mathematics over a period of years which affect the selection of a junior-high-school text. These are:

1. A change in grade placement.
2. A changed philosophy toward drill.
3. An attempt to make the material more child-centered.
4. A more adequate attempt to make life needs functional.
5. An attempt to better diagnose and remedy the difficulties of individual pupils.

How the Scoring Was Done

Items to be Scored. In our study the items to be included on the score card were carefully considered. After much discussion, the following general phases were thought to cover the fundamental items requisite to a satisfactory choice:

1. Method of presentation.
2. Concepts:
 - a) Social.
 - b) Mathematical.
 - c) Formulas.
3. Problem difficulty.
4. Quantity of problems and drill.
5. Provision for individual differences.
6. Test provisions.
7. Grade placement.
8. Illustrations.
9. Auxiliary materials.
10. Physical makeup.

These items alone provide very little more than a guide to thinking. The question of details for checking and rating on these items, and the weighting of each of them was again the subject of much discussion. It was finally decided to construct a 1,000-point scale, allowing credit as follows:

Method	200
Concepts	200
Problem difficulty	100
Quantity of problems and drill	100
Provision for individual differences	100
Test provision	100
Grade placement	75
Illustrations	50
Auxiliary agencies	50
Physical makeup	25

Among the most usable materials found to supply specific helps was *The Teaching of Mathematics—A Source and Guide Book for Mathematics*, by Schorling.

Method. The following sampling was considered in judging method. Principles of method:

1. The book places the emphasis on attitudes and appreciations.
2. The book does not drill a fact, principle, or process until meaning has been established by considerable experience.
3. The book encourages the pupil to measure his own growth and provides a method for doing it.
4. The book contains an adequate plan

of presentation which will make it approximate self-teaching.

5. It presents skills involved in several aspects. Percentage may be used to illustrate this point: (a) changing per cents to decimals; (b) changing decimals to per cents; (c) changing per cents to common fractions; (d) changing common fractions to per cents; (e) finding a per cent of a number; (f) finding what per cent one number is of another; (g) finding the whole number when a per cent is given.

6. The book should supply opportunities for making use of community resources; e.g., (a) speakers and materials on budgets; (b) speakers and materials on stocks and bonds, insurance, building, taxes.

7. Use of formulas.

8. Application of mensuration on a basis of child understanding.

Mathematical and Social Concepts

Concepts. The social understanding or concepts were thought to be very important in judging a text, as well as the mathematical and formula concepts. Each book was checked against the sampling of items recommended.

Social Concepts²

- | | |
|--|---|
| 1. Insurance property life automobile | 7. Reading thermometers |
| 2. Keeping accounts budgets income expenditures personal cash accounts | 8. Commissions |
| 3. Banking notes checks accounts interest | 9. Discounts |
| 4. Taxes | 10. Dot maps |
| 5. Baseball averages | 11. Census data |
| 6. Charting dates in history | 12. Household meters gas electric water |
| | 13. Price cost list net selling |
| | 14. Profit |
| | 15. Inventory |

Mathematic Concepts

- | | |
|---|-----------------------------------|
| 1. Ratio | 12. Chord |
| 2. Average | 13. Area |
| 3. Angle | 14. Circle |
| 4. Graph (as picture of number relations) | a) circumference b) circle graphs |
| 5. Unit of measure | 15. Compass |
| 6. Line—segment | 16. Diagonal |
| 7. Volume | 17. Diameter |
| 8. Parallel lines | 18. Equilateral triangle |
| 9. Aliquot parts | 19. Trapezoid |
| 10. Cartograms | 20. Perimeter |
| 11. Histograms | 21. Hexagon |

Formulas. In teaching mathematics, formula conceptions are important. They constitute short cuts for rules and will serve the purpose of a greater number of written directions for solutions. The place-

¹Assistant to the Superintendent of Schools, Webster City, Mo.

²Schorling, Raleigh, *The Teaching of Mathematics*, pp. 101, 102, Ann Arbor Press.

Book	Grade	No. of Tests to Direct Needed Practice	Pages of Directed Practice	No. of Starred Problems	No. of Timed Exercises	No. of Drills With Time or Accuracy Norms

Fig. 1. Form for Recording Materials for Individual Differences.

Book	Keyed Practice Tests	Survey Tests	Timed Tests	Problem Scales	Vocabulary Tests

Fig. 2. Form for Comparing Test Materials.

ment of definite formulas in each grade can be ascertained by checking against such a list as that suggested by Schorling. The formulas essential for the seventh grade are as follows:

$$I = P. R. T. \quad A = \frac{(B + b) h}{2}$$

$$A = bh \quad A = \pi r^2$$

$$A = S^2 \quad A = \pi D$$

$$A = \frac{bh}{2} \quad V = L.W.H.$$

The eighth-grade concepts were listed in the same way and books checked against them. The book having the highest percentage of agreement was ranked first.

Problems and Drill Materials

Problem Difficulty. Books were sampled for problem difficulty. Problem pages were selected from approximately the twenty-, forty-, sixty-, and eighty-percentile point of each book. Five problems were taken from each page so that a like distribution was had from each book. These problems were then given to the A sections of the entire seventh- and eighth-grade pupils, and a comparison was had on the books being rated.

Problems and Drill. This division was a quantitative measure on the materials in the books. The number of pages of problems and of drill was carefully rated. The number of the pages was listed — the problems in black and the drill in red, so that one arrived with a graphic distribution as well as a quantitative total.

Provision for Individual Differences. The check on this section of the score card consisted of the table, Figure 1.

In determining the items to be included in measuring the provision for individual differences, a number of principles were borne in mind. Drill is most economical when each pupil can work on the items in which he has a deficiency. The book must have keyed practice exercises to care for this. There should be some provision for the stronger pupils to have additional material which will challenge them. Exercises should have norms in order that the teacher may know, objectively, what to expect of the normal pupil.

This gave a rating on the provision for individual practice. Some judgment had to be exercised in these classifications. The starred problems column was interpreted to mean the number of problems planned for superior pupils whether they were distributed through the text with a few problems on the pages or grouped in sections.

This gave an objective analysis which made it possible to judge the books with the data before us.

The items in the table headings are self-explanatory, and can be used by anyone who will spend a bit of time in studying a book.

Test Provisions. The books were analyzed for test provisions. A table was constructed which was used to array the tests of each book. Some books list review tests which have no time or norms and were not classified as tests.

Since there was no standard nomenclature, books were examined and tests were placed in the proper category according to the classification noted above. Some books used such classifications as end-of-chapter tests, cumulative tests, and such titles which necessitated a reclassification to make valid comparisons. Figure 2.

Special Details of the Books

Grade Placement. Grade placement can be determined quite objectively on certain bases. In the elementary school it is a simple matter to follow the Committee-of-Seven report, and arrive with an objective rating. It is not quite so easy in the junior-high-school field.

Books in the junior high school must fit the placement of the elementary school. In most cases this means that three cases of percentage must be presented in the seventh grade. Items having to do with practice in the fundamentals, including fractions and decimals, was carefully checked. The placement of a sampling of arithmetic concepts was also checked as well as the formula suggested for the respective grades. Here again, the books could be objectively rated.

Illustrations. No attempt was made to

check the entire books for pictures. However, all books were checked in their entirety for graphs. The first twenty-five pages were checked as to the number of pictures, the suitability of pictures to the written material, and the art or personality of the pictures. Hence, one was able to arrive with a rather objective rating in number and quality of pictures and graphs.

Auxiliary Materials. Auxiliary materials were lumped together to mean manuals, keys, answers, workbooks, tests other than those in the texts, and progress charts for problems in the books.

Physical Makeup. In this section we dealt with the usual items of type and durability of binding, the type and finish of cover cloth, the quality of the paper, and the size and spacing of the type.

Apportioning the Task. It would seem that the selection of a text would be an endless job. In a school of such a size as to compel the entire committee to follow through the entire ten items, it would be a big job. However, if from six to ten people are working on the committee, they can work in subcommittees of two each and soon complete a detailed survey.

The worthwhileness of a study of this sort is in the orientation of teachers to new horizons and possibilities in their respective fields. The spirit generated in group work is gratifying, and the objectivity which is possible in making a selection according to evolving trends is a source of satisfaction.

Final Report. The final report is a matter of totaling the weighted ranking. It is desirable to show the complete report, with items rated in each division, and how each book checked — measured up to the measuring stick established for each section. (Fig. 3.)

Our experience in following such a method of study of trends in both elementary- and junior-high-school mathematics, adopting principles to be followed in selecting an up-to-date text and adopting an objective technique for utilizing the principles set up has been stimulating to teachers. The committee has asked to be continued as a study group.

TABLE FOR RECORDING SCORING OF TEXTS									
BOOKS:		A		B		C		D	
Rating for	Possible Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score
Method	200								
Concepts	200								
Problem Difficulty	100								
Quantity of Problems and Drill	100								
Provisions for Individual Differences	100								
Tests and Remedial Provisions	100								
Grade Placement	75								
Illustrations	50								
Auxiliary Materials	50								
Physical Make-Up	25								
Total									

Fig. 3. Form for Final Report.



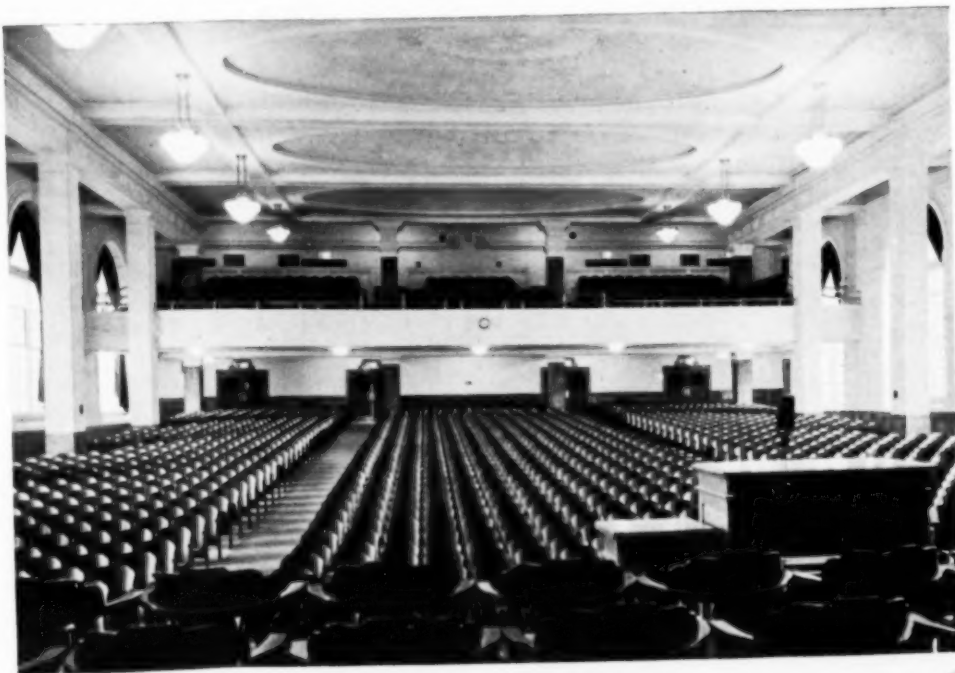
General Exterior View, Franklin K. Lane High School, Brooklyn, New York.—Walter C. Martin, Architect for Board of Education (Retired), New York, New York.

The Franklin K. Lane High School, Brooklyn

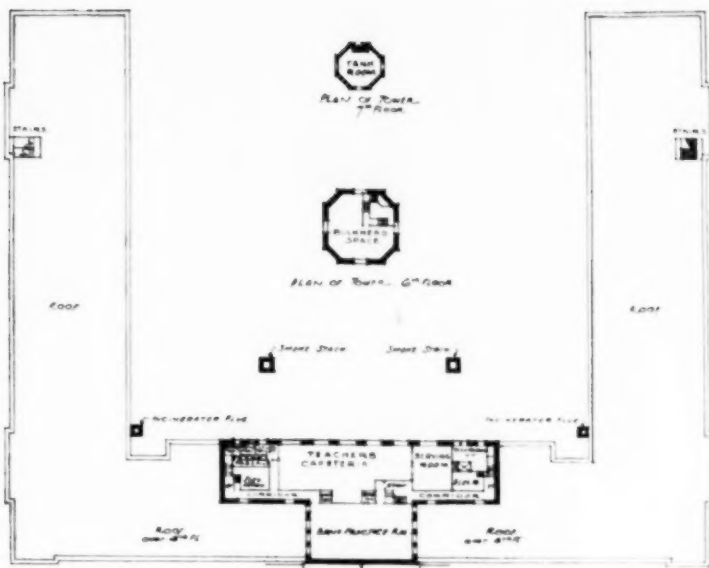
At the time when it was planned in 1931, it was expected that the Franklin K. Lane High School, Brooklyn, N. Y., would become the largest academic secondary-school building in the United States.

The building replaces an outworn school and has been located on the site of the former New York City school for truant children. The building is located at the rear of the site about 500 ft. north of Jamaica Avenue, a main thoroughfare. The front of the property is used for an athletic field, thus removing the building as far as possible from the noise of the elevated and surface traffic on Jamaica Avenue.

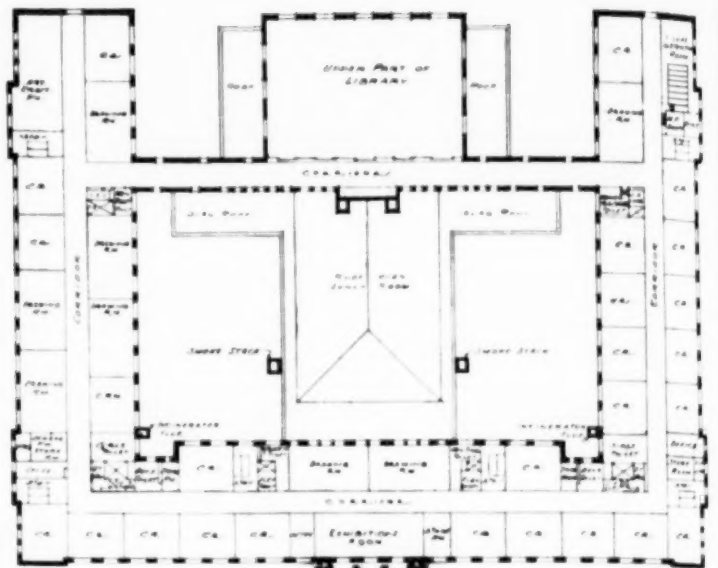
The building is in the Georgian style with the first story of limestone and the upper walls of colonial handmade red brick. The main entrance is marked by three rusticated arches above which is a



View of the auditorium from the stage.



Fifth Floor



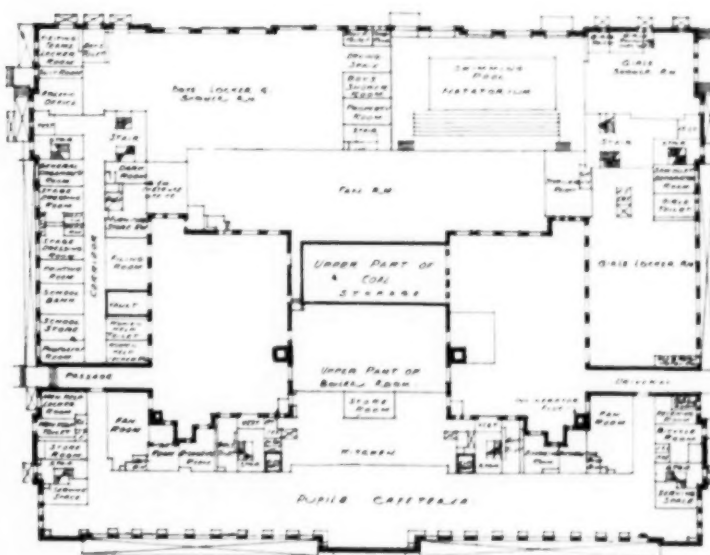
Fourth Floor



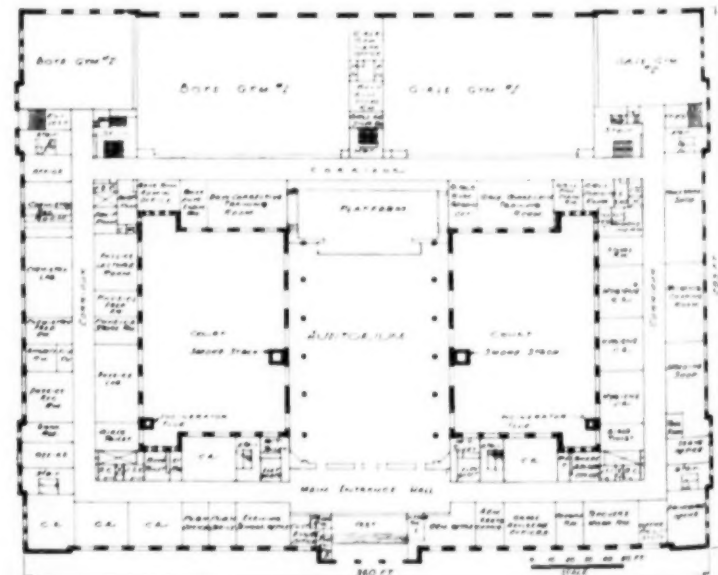
Third Floor



Second Floor



Basement



First Floor

Floor Plans of the Franklin K. Lane High School, Brooklyn, New York. Designed and built under the supervision of Walter C. Martin (Retired), architect for the board of education, New York, New York.



The library is treated in formal colonial style with Travertine marble walls and concealed lighting. The floor is of silent linoleum and the furniture is especially designed for heavy service.



A typical gymnasium showing the concealed lighting, the announcers, and the permanent as well as temporary bleachers.



Upper left: a typical typing room. Upper right: bedroom in the housekeeping suite. Lower left: main entrance. Lower right: the social activities room looking toward the fireplace.

portico extending through the three upper stories and surmounted by a pediment with a sculptured tympanum. The tower, which is of typical colonial design, contains machinery and water tanks.

The building is designed with 4,752 seats and is planned to accommodate 5,100 boys and girls under a normal daily program.

In the basement the most interesting rooms are the pupils' cafeteria with kitchen,

ens, serving rooms, etc., adjoining. The cafeteria will seat 1,100 pupils at one time, and three lunch periods are required daily to handle the normal load.

On the first floor the architecturally important room is the auditorium which is arranged to seat 1,800 persons. On the same floor there are two main gymnasiums, each 70 by 100 ft. in size. Two secondary gymnasiums for special exercise measure 45 by 56 ft. each.

An interesting room on the second floor is that devoted to social activities. This is used principally for extracurricular groups and social affairs.

The library is on the third floor and provides the academic nerve center for the school. It extends through two floors and has a seating capacity of 340 readers. Adjoining it are workrooms, book stacks, and a special teachers' reading alcove. A small classroom connected with the library is used for formally teaching the use of libraries. The area above the auditorium on this floor is used as a lunchroom and is patronized by students who bring their own lunches.

On the fourth floor a main room is an exhibition room in which there is a continuously changing display of paintings and other artworks and commercial and industrial specimens. The displays are distinctly of the teaching type.



General view of the cafeteria.

(Concluded on page 72)



General Exterior View, Jefferson Elementary School, Creston, Iowa.—Dougher, Rich & Woodburn, Architects, Des Moines, Iowa.

Moderate Modernity in Creston Schoolhouse

Burton R. Jones¹

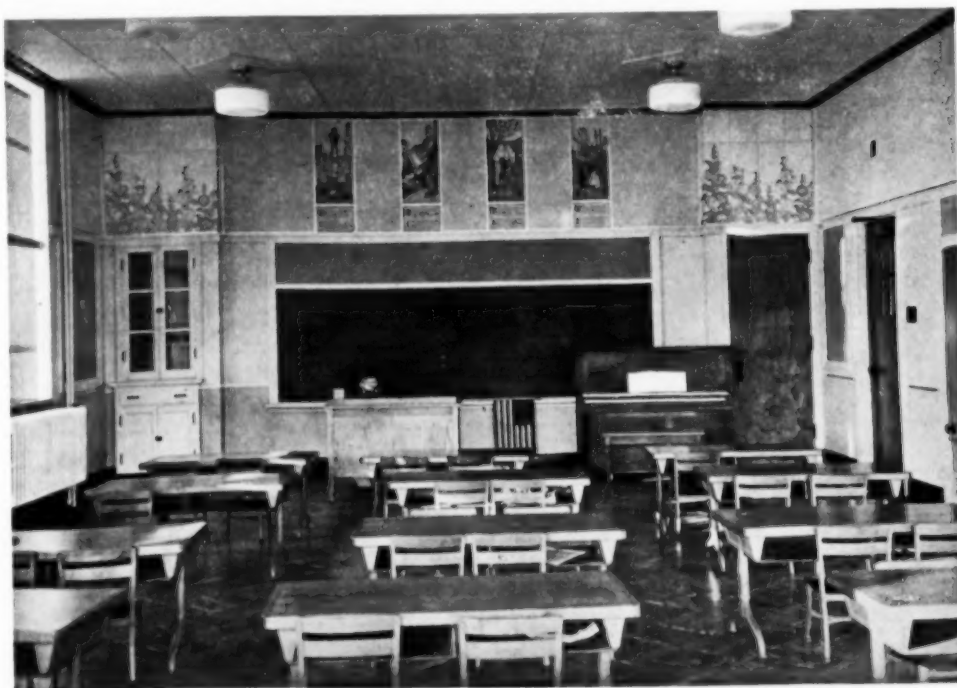
In the planning and construction of new school buildings there is always an interesting clash between the ideal and the practical, between the desires of the schoolman for facilities that will meet the ultimate growth in an educational program, and the very real limitations that are placed upon the school board by the financial ability of the school district and the public acceptance of the new services of the schools. The new Jefferson School Building at Creston, Iowa, is the product of a desire on the part of the school executive and of the board of education for an attractive, safe, and thoroughly efficient school structure arranged and equipped to make possible a progressive program of elementary education; the building is also the outcome of very distinct financial and structural limitations to which the depression made it advisable to give heed.

Curious as it may seem, the drouth which so badly affected the Middle West in 1934 and 1935 was the immediate reason for the erection of the new building. The old Jefferson School which had served the east section of the city was declared unsafe for children due to the weakening of the foundation, caused by the extreme recession of soil moisture. In the fall of

1935 a special vote of the people was called and a building levy of 2½ mills was passed not to exceed five years. Federal

aid under WPA was secured and building operations were begun.

The building is planned to fit a moder-



General view of the kindergarten showing the modern furniture, the wall decorations, and the noise-absorbing ceiling.

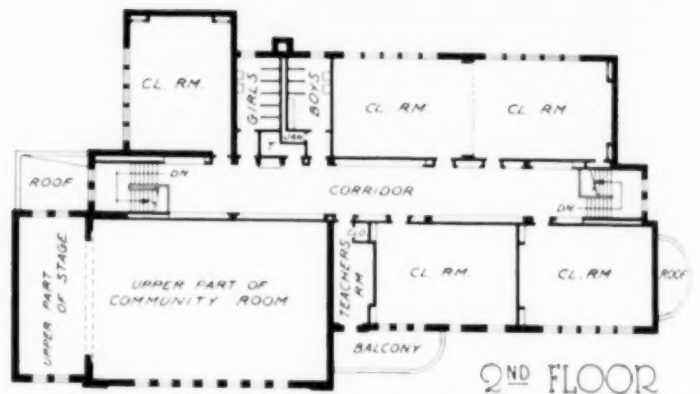
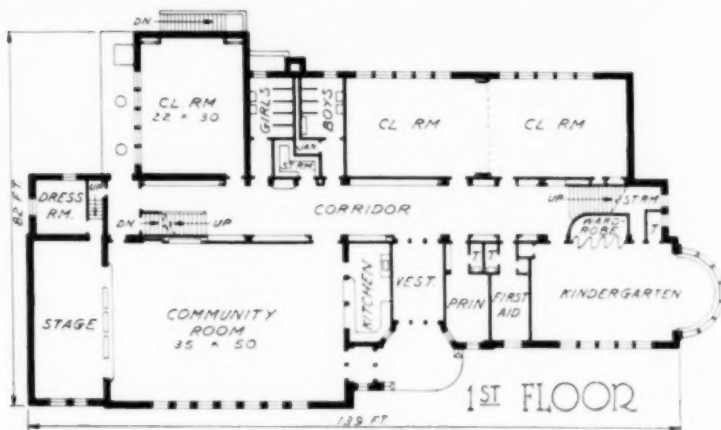
¹Superintendent of Schools, Creston, Iowa.



Corner in one of the primary rooms with reading and study groups.



A fifth grade social science class.



First and Second Floor Plans, Jefferson Elementary School, Creston, Iowa.— Dougher, Rich & Woodburn, Architects, Des Moines.



Main corridor of the Jefferson Elementary School, Creston, Iowa, showing the quiet floor and the sound-absorbing ceiling.



A happy group in the kindergarten. The inlaid asphalt floor is warm and clean and perfectly suited to children's play.

ately progressive elementary-school organization requiring eight classes and a kindergarten, with space for physical education and assembly group work. Community use of the building and limitations of growth in enrollment were carefully considered in the plan.

A modified modernistic design was

agreed upon as best expressive of the character of the school and as well adapted to the permanent materials locally available. Care was taken to avoid extremes in design and to emphasize in the cut-stone trim the natural horizontal lines of the building.

The building is of fire-resistive construc-

tion. Foundations and basement walls are concrete up to the first-floor line; brick and hollow tile have been used from this point to the roof. The concrete floors are supported on steel joists except over the boiler room where a heavy reinforced-concrete slab has been used.

(Concluded on page 70)

School Building Planned for the Advanced Activity Program

Charles E. Krahmer, A.I.A.¹

The variety and rapidity of social and economic changes which we are experiencing in the United States are paralleled in the number and celerity of modifications in the organization and method which elementary education is undergoing. These modern trends in the entire purpose and techniques of the schools require on the part of school officials and architects a completely new study of school building planning to determine the new forms of teaching spaces which the new buildings will require.

In connection with his own work the writer has been brought to a realization of the need for an aggressively active attitude toward schoolhouse-planning techniques by statements like the following:

The modern educator cannot afford to overlook the innumerable equally valuable contributions that reward a more thoroughgoing

study of his building problem. For we may be assured that there is an architectural component of the modern tendency to make the process of acquiring an education active and zestful, instead of passive and resentful, the tendency to substitute co-operative group enterprise for too personal competitive grinding, and original individual thought and expression for standardized mass recitation. Clearly, it is not enough just to unscrew the desks and seats from the floor of a classroom whose remaining properties are inherited from a system which the progressive educator has already discarded.²

The changed character of school buildings is pointed out very well by Mr. Philip N. Yountze when he writes:

To educate children to live in this modern world of machines, the architect must devise buildings where they can engage in the characteristic projects of our age, as well as read and study about them. The observation of children

and the examination of education show the architect that the building which he must plan, if it is to meet modern needs and not be simply a monument to a traditional scholastic education, must be a kind of laboratory where active groups of children may conveniently experiment with the types of projects which later are to occupy them as adults in both their working and leisure hours.³

Suggest Abandoning Conventional Rooms

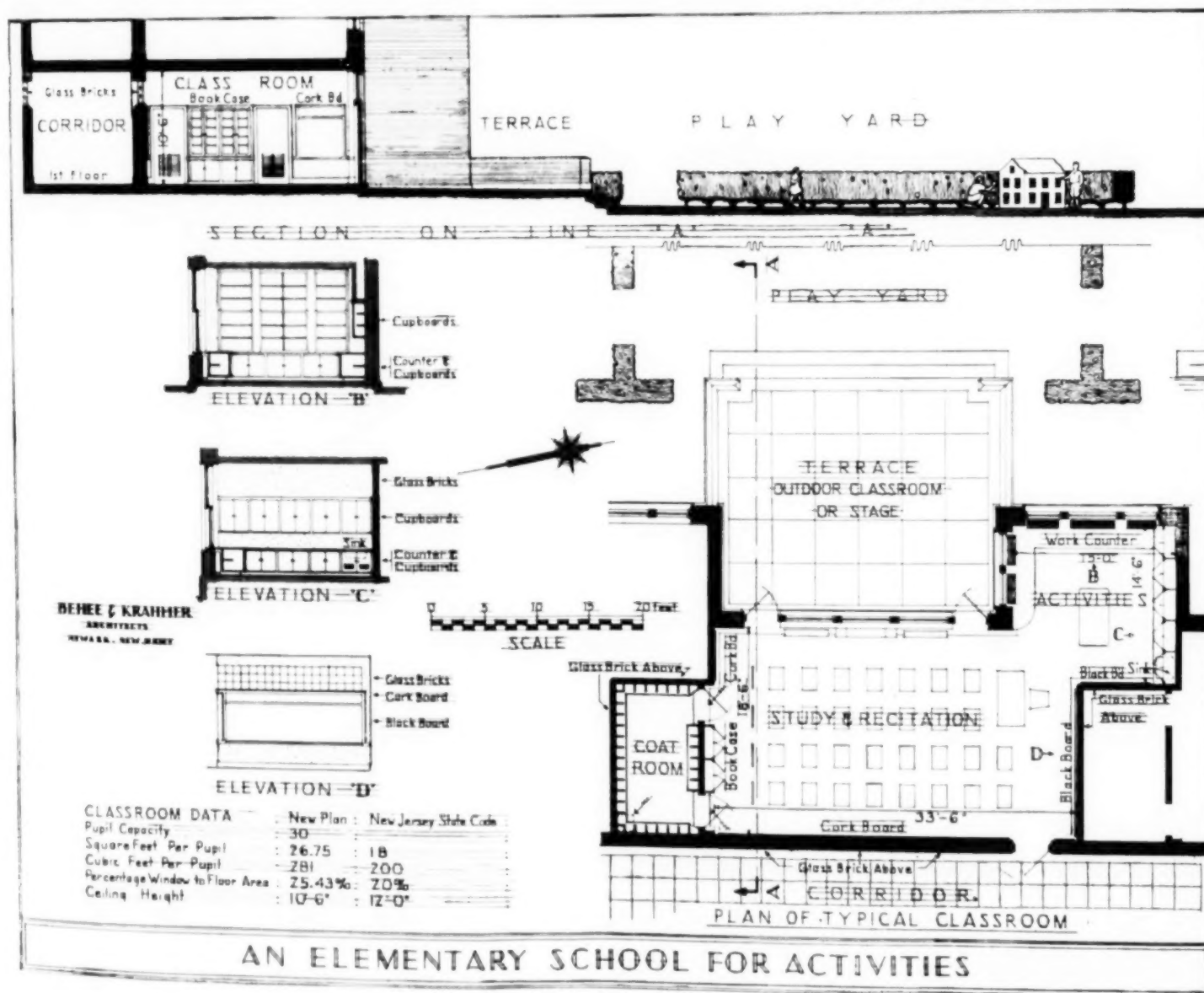
As far back as 1933, Messrs. Strayer and Engelhardt urged the necessity of abandoning the conventional form of the classroom for types of rooms which will fit the new ideas in teaching method:

The policy pursued with respect to class size in a school system frequently dictates the size of the classroom itself. The tendency has been to consider class size as a fixed measure. With improved teaching method and with economic pressure, class size will tend to increase. This should

¹Architect and Engineer, Member of Firm of Behee & Krahmer, Newark, N. J.

²Gregory Ain, "Progressive Architecture for the Progressive School," *Progressive Education*, p. 195, March, 1932.

³Philip N. Yountze, "School Buildings that Educate," *Progressive Education*, p. 190, March, 1932.



be borne in mind in all building planning. Classrooms 23 feet by 30 feet by 12 feet in dimension will seat approximately 40 pupils, but such classrooms will not prove adequate for activity programs. Classrooms of greater length, ranging from 32 feet to 34 or 35 feet are sought by teachers who are conducting activity programs.

Ninety-six per cent of 280 competent judges indicated that classroom size should be increased from one fifth to one fourth the length of the standard classroom to provide sufficient space for an activity program. Seventy per cent of 273 judges suggested that part of the room should be partitioned off for the more noisy activities in an activity program.

The traditional shape of the classroom is rectangular, with the windows on the long axis. Wherever variations from this tradition are followed and the planning conforms to the educational need with an adequate emphasis upon the natural lighting and the ventilation of the rooms, such planning should meet with approbation.

Julius Vischer in his *Der Neue Schulbau*, illustrates on pages 5 and 6 that in some of the German schools it has been found desirable that each classroom have direct communication with an individual garden plot where the class can meet in favorable weather. In certain sections of our country, for the greater part of the year, this green space can be used as frequently as the indoor space. In this way the garden becomes an integral part of the classroom, the lawn being only one or two steps below the classroom, and the surrounding hedge continuing in foliage the walls of the classroom. How far this effort to make the classroom informal and uninstitutional in appearance can go is hard to predict as this plan calls for radical changes in gross structure.

The optimum size of the elementary-school building has not been determined scientifically. It is obvious that thoughtful architectural planning can eliminate building size as an obstacle in the administration of a school. Building units, each serving sections of the school, can be planned either in detached or in connected form so that the magnitude of the problems involved in building size is broken up into many parts.

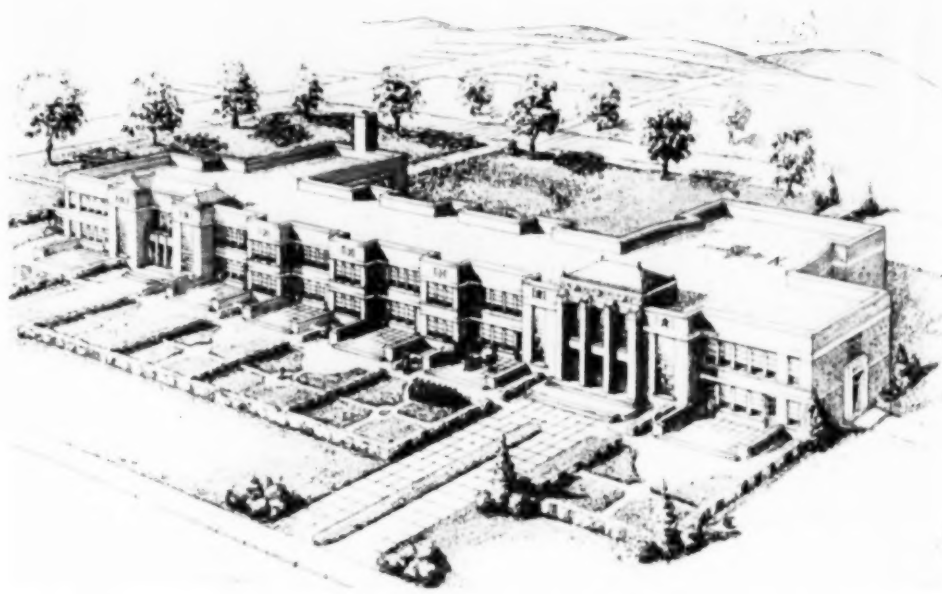
Observations of activity programs in operation, quite as much as the opinions just quoted, have convinced the writer that the customary elementary regular, platoon, or activity type of school buildings will no longer solve the problems presented by the new progressive school. What appears to be necessary is a complete scrapping of precedent and the blazing of an entirely new trail to find, if possible, the optimum solution for the new problems.

Requirements of Activity School

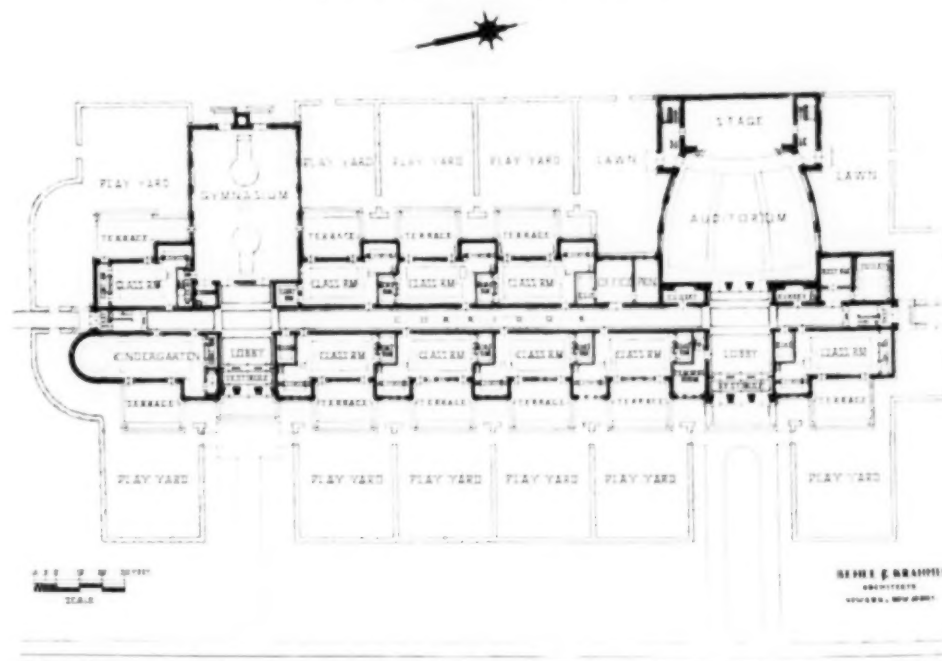
The first principle of planning any type of building is that the plan should fit the organization to be housed. The question is: Does our present schoolhouse planning fit the new educational requirements? It has been well said that our present school building consists primarily of a number of "little red school-houses" strung along both sides of a corridor, with an auditorium and gymnasium provided for group study, and in some cases with special rooms adapted to special study purposes. Whether we use a traditional or platoon organization does not in any way affect the general arrangement because these school organizations merely affect the efficiency of the use of teaching areas as planned.

As I understand the new activity plan, we have each class divided into three groups: activity, study, recitation. These groups are flexible and may be functioning simultaneously, or as one, two, or three separate groups. Now, from a planning point of view, this is an altogether different problem from that of

¹Standards for Elementary School Buildings, by George D. Strayer, and N. L. Engelhardt.



Architect's perspective of an ideal elementary school plan for a complete activities program. The building is arranged to face east so that all the rooms receive direct sunlight in the morning or in the afternoon.



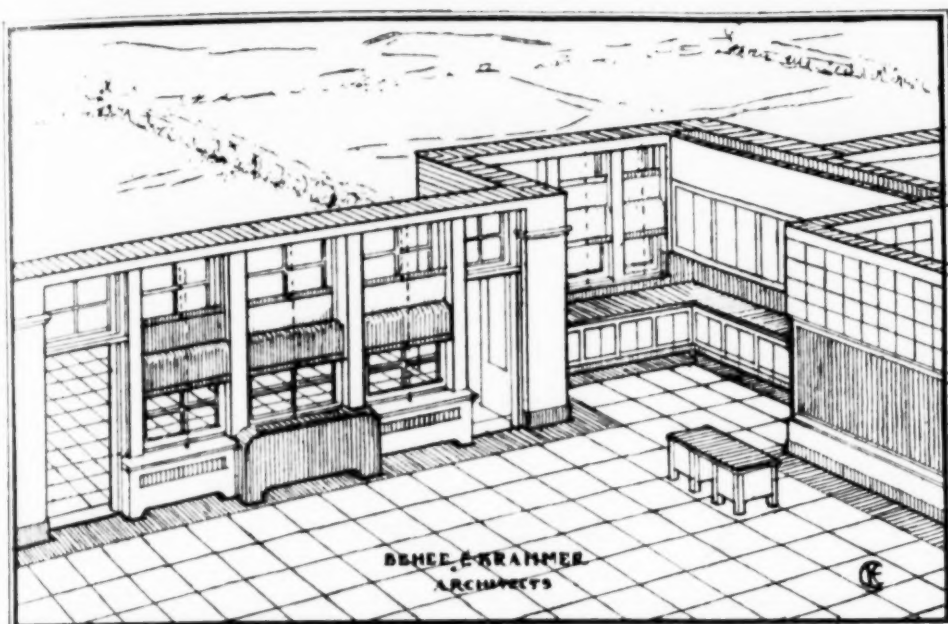
Typical floor plan of an elementary school arranged for an activities program. The arrangement of the classroom units can be seen more clearly in the accompanying floor plan and perspective view.

housing a single mass group of forty pupils functioning as a single unit. It appears obvious that a teacher cannot as efficiently supervise a small number of groups as she can one large group.

For the purpose of this study, the class has been considered arbitrarily as consisting of thirty children, divided into, say, three possible groups of ten each. The size of the groups and the number of pupils in the group does not materially affect the principle of the plan. Our problem then, in effect, is not in the housing of one group, but of three ten-unit groups, all under the constant teaching and supervision of one teacher. To one trained in planning techniques, this division immediately suggested a deflation in the width and height of the classroom, so that the longer classroom can be especially equipped for ac-

tivities. A practical planning problem now presents itself, as it becomes evident that a series of narrow, low, strung-out classrooms divided into three units is uneconomic, because the corridor space automatically follows the classroom, occupying too large a portion of the total floor space. Secondly, actual instruction, which I believe to be the most important single element in the success of the new teaching technique, is seriously handicapped by a room longer than 32 feet. So, from a teaching and supervisory and from an economic point of view, the long type of classroom was abandoned.

After a considerable amount of study, an L-shaped plan was evolved which creates an activity unit projecting from the general building line. The space in back of this activity unit which does not receive the proper amount



Perspective view of classroom in elementary activities school looking toward the activities alcove.

of illumination, is utilized for coatroom purposes. As the classroom is ventilated through the coatroom, and as glass bricks are contemplated for the partitions above the blackboards, the problem of light and ventilation for the coatrooms is solved for all practical purposes.

The Outdoor Spaces

It will be seen that the outdoor spaces between the projections created by the activity areas of two classrooms constitutes, in effect, an ideal outdoor terraced play area or classroom, opening off the present classroom. Such an outdoor space can be kept under the constant supervision of the teacher, and it is only a simple step to use it as an outdoor stage.

The new classroom arrangement can be used for the platoon type of school organization, so that all classes may at some period of the day have the use of the activity areas and of the separate play yards.

In effect, what the new school plan does, is to reduce the height and width of the building, thereby bringing it more in scale with residential properties. This decrease in height and width allows very interesting treatment from an architectural point of view.

The plan allows an entirely new approach to the planning of elementary schools. While the general school plan indicated is merely a conservative use of the new unit in a traditional manner, it does not take much imagination for an architect to visualize its complete application. Imagine a one-story school with an auditorium in the center, no corridors, and the new classrooms on each side. The new rooms being low will allow natural light through high windows for the auditorium, and as each class has its individual entrance with coatroom, the customary corridors will not be missed. This is merely one suggestion.

The structural problems have been simplified as the classrooms, being narrower in width, will require lighter floor construction, and as the walls are not quite so high, there is also a saving in dead weight. In other words, in making the new organization and teaching problems in an efficient manner, the building has been deflated in size.

A comparison of the new plan with the re-

quirements of the New Jersey state law, which is not unlike that of most states, reveals the fact that the plan needs all requirements for classrooms excepting the height. The height which has been tentatively set for the new plan is 10 ft. 6 in., which is more than one half the width of the classroom. The New Jersey state law requires 12 ft. The requirement of a 12-ft. ceiling is not needed in the new plan as a factor to produce a satisfactory cube per pupil, and a necessary percentage of glass area for efficient natural illumination. The new plan provides ample floor area, sufficient cubic content for ventilation, and good light.

The question of ramps for school buildings has been seriously considered; in fact in some buildings ramps have been installed. The average height from floor to floor of a school building with a 12-ft. ceiling height is 13 ft. 6 in. At a 10-per-cent grade this requires 136 ft. of ramp to go from one level to the other. The new plan which is 11 ft. 6 in. from floor to floor, will require only 116 lineal feet of ramp space. The difference between the two is such that, whereas the ramp is not practical in the present plans, it would be very practical under the new classroom arrangement.

The plan is the result of a considerable amount of study over the past six years, and has behind it a background intimately connected with the planning, design, and construction of over five hundred school buildings in the eastern states.

Some Opinions on Plan

Since the first draft of this article and drawings was completed, some well-known authorities on activity programs were consulted. These men gave their unanimous approval to the general shape of the classroom, including the length, height, and width. Some of the authorities questioned the outdoor terrace and individual playgrounds as being a little too advanced.

The possibilities of creating a combination stage and coatroom at the front or back of the classroom were discussed but were not approved generally. The idea of opening the activity space in the front of one classroom

to the rear of an adjoining classroom, so that in some cases two small activity rooms could be created—one in the front and one in the back of the room—was considered desirable in some cases.

The use of ramps from floor to floor interested all.

The drawing illustrating the classroom has been compared in cubage and area per pupil with the minimum requirements of the New Jersey state law. Some educators have volunteered the information that this comparison is not accurate, for in no case do existing schools have activity classes of 40 pupils in standard classrooms. In any event, it was pointed out, the proposed activity classroom could accommodate as many pupils as the standard plan, and a comparison of the new plan with a standard classroom unit would be proper. Upon this basis, the new plan has 20 square feet of floor space per pupil as against the New Jersey state minimum of 18 square feet. The cubic feet per pupil is 210 as against the New Jersey minimum of 200. The completed building should not contain any more cubic feet on this plan than the standard plan for the reason that: first, the auditorium and gymnasium will be reduced in height due to the lower floor heights; the corridors, toilets, teachers' and other rooms will have lower ceilings; the floor and roof construction being shorter in span, will take up less cubic feet. All in all there will be little, if any, additional cubic feet of space in the activities plan as compared with the present classrooms.

The writer will be delighted to receive comments or suggestions and will answer questions.

IMPROVED LIBRARIES

A co-operative arrangement for bettering the library service in the four high schools of Providence, R. I., has been entered into by the Providence board of education and the Providence Public Library.

Under the terms of the agreement school librarians must qualify both as teachers and as librarians. They must have both college and library training and two years of library experience. Library assistants must be high-school graduates and must have had a library training course and six months of library experience. School librarians will be paid on the same schedule as senior-high-school teachers and assistants, rated as clerical help, will be paid \$800 to \$1,400 annually. Salaries of the library staff are to be paid by the School Department.

The management and policy of the school libraries will be under the jurisdiction of the School Department, but the public library will furnish advisory and supervisory aid. The public library will order, classify, and catalog all printed matter for the school libraries, but books and other printed matter will be paid for by the School Department.

Lending of books will be under the customary public library regulations. At the same time, all high-school students and teachers will be given public library borrowers' cards, enabling them to use the central library. Instruction in the use of library facilities also is planned.

A similar arrangement has been in force for some years in the junior high schools.

VARIETY OF MATERIALS

The educational value of radio programs is evident from the fact that they comprise materials in nature study, biography, literature, civics, music, art, geography, travel, dramatics, current news, and social and economic problems. Through the radio, these programs are just as available to the smallest, poorest, and most isolated rural schools as they are to the largest, richest, and most populous school.—L. K. Ade.

Municipal Participation in City School Finance

E. C. Bolmeier *

Municipal participation in educational affairs is by no means limited to the appointment of school-board members. In the majority of the 191 cities above the 50,000 population level, the law empowers or requires city officials to perform certain functions pertaining to the fiscal affairs of the public-school system. The most important of these fiscal affairs have to do with the determination of the school-budget estimate, the levy and collection of school taxes, the custody and audit of school funds, and the issuance of school bonds.

Determination of the School-Budget Estimate

Submission of the school budget. The degree of control exercised over the budget after its submission varies markedly from city to city but, in general, most cities are alike in that the board of education must submit the budget estimate to someone. Forcible laws pertaining to 151 of the 191 largest cities provide that the school budget must be presented to city, county, or state officials.

The board of education in 77 cities is legally required to submit the budget to a city official or officials. In a number of additional cities, particularly of California, the home-rule charter stipulates that the school budget shall be submitted to a city official. In the opinion of the California judiciary, however, charter provisions requiring city boards of education to submit budget estimates to city officials are unconstitutional.¹ On the other hand, there are no laws prohibiting the board of education from submitting a school budget to whomsoever it may wish.

Budget-reviewing authorities. The fact that a city board of education is required by law to submit a budget estimate to a municipal official does not necessarily signify that such official is authorized to revise the budget. In some instances the budget must be approved as presented. The act of submitting the budget may be only a formality in certifying the amount of funds needed by the board of education and over which tax-levying authorities have no discretion.

It is extremely difficult to determine from the text of the law in a number of states whether or not the school budget is subject to revision by authorities other than the board of education. In some cases the authority to revise is so slight as to be practically negligible. Moreover, practices do not always conform to statutory or charter specifications.

Table I indicates that municipal officials are legalized in at least one third of the 191 largest cities to revise in some degree

TABLE I. Number and Per Cent of Cities in Which the School Budget is Subject to Revision by City Officials

Population Group	Total Number of Cities	Cities Where City Officials Revise Budgets	
		Number	Per Cent
Over 500,000	13	5	38.5
200,000-500,000	28	10	35.7
100,000-200,000	52	23	44.2
50,000-100,000	98	28	28.6
All cities over 50,000 ..	191	66	34.6

the school-budget estimate. There apparently is no uniform relation between size of city and municipal authority to revise the school-budget estimate. It does appear significant, however, that the percentage of cities in which city officials are authorized to revise school budgets is considerably less for those with a population under 100,000 than for any of the larger cities.

Various city officials are designated by law to review the school-budget estimate. Table II shows the frequency in which certain city officials are authorized to review the school budget.

TABLE II. Number of Cities in Which School Budget is Reviewed by Certain City Officials or Bodies

Budget-Reviewing Agencies	Number of Cities
City Council	23
Board of School Estimate	13
Mayor	7
Board of Estimates	5
Mayor-Council	5
City Commission	4
Mayor-Aldermen	3
City Board of Finance	2
Board of Aldermen	1
Board of Estimate-Council	1
Board of Apportionment	1
City Manager	1
All City Agencies	66

The city council is most frequently designated as the municipal authority to review the school budget. In 23 cities the budget estimate is submitted directly to the city council by the board of education. The mayor and council jointly receive the school budget in 5 other cities.

The board of school estimate, created by state law for certain cities in the State of New Jersey, ranks second as a school-budget reviewing agency. The members, however, are not all municipal representatives, since the board of education of each city school district appoints 2 of its members to serve with the mayor and 4 appointees of the appropriating body of the city on the "Board of School Estimate."²

In only 7 cities is the school budget submitted directly and exclusively to the mayor for review. In a number of cities, however, the mayor and some other official or officials jointly review the school-budget estimate.

The charters of 3 cities (San Jose, Knoxville, and Norfolk) provide that the school

estimate shall be submitted to the city manager. The weight of the provisions in these charters, however, varies for the respective cities. The clause of the San Jose charter, stipulating that an annual estimate must be submitted to the city manager,³ is unconstitutional and is not mandatory even though the board of education does comply with the provision.⁴ According to a charter provision applicable to the city of Knoxville,⁵ the city manager is apparently an intermediary without discretionary authority over the school budget before referring it to the city council for review. Only in one city does the city manager have actual legal authority to revise the school-budget estimate; the city manager of Norfolk may revise the budget before resubmitting it to the city council for final revision.⁶

Extent of municipal control over the school budget. There are many degrees of municipal control over the school budget expressed or implied in the provisions of statutory and charter laws. Variability is accentuated by the fact that even where the provisions are phrased in similar terms, different interpretations have been placed upon them by school and city officials. Although court decisions have tended to set aside many of the unusual privileges assumed by municipal officers in revising the school budget, city school budgetary practices are far from being uniform.

In 41 of the 66 cities where city officials are authorized to revise the school estimate, the power of revision applies only to the total amount or general categories and not to specific items. Moreover, after the budget has once been approved by the designated reviewing body the board of education may transfer amounts from one item to another as it sees fit, provided the total amount approved is not exceeded.

Frequently when the law does not state in clear terms the degree of municipal control to be exercised over the school budget, more liberty may be taken in making the revisions than was intended by the legislature. Thus, city officials in certain cities of the State of Massachusetts interpreted the provisions of special acts as empowering them to alter specific items of the school-budget estimate. The prominent case of *Leonard v. Springfield*, however, ruled that city officials were not clothed with the authority of specifying how much should be expended for specific items.⁷

Even when the law provides that municipal officers have authority to revise specific items of the school budget, it is some-

*Research Secretary of the Laboratory Schools, Department of Education, University of Chicago.

¹*Esberg v. Badaracco*, 202 Cal. 110, 259 P. 730.

²*Charter of the City of San Jose, California*, 1934, sec. 128.

³*Esberg v. Badaracco*, 202 Cal. 110, 259 P. 730.

⁴*Charter of the City of Knoxville, Tennessee*, 1931 (Private Acts of Tennessee, chap. 412), sec. 42.

⁵*Charter of the City of Norfolk, Virginia*, 1926, sec. 109.

⁶*Leonard v. Springfield*, 241 Mass. 325.

⁷*New Jersey School Laws*, 1931, art. VI, sec. 109.

times held that the authority is advisory and not conclusive. An illustrative case is that of *Rief v. Schwab*, in which a justice of the New York Court of Appeals declared that:

The council, after examination of such estimates, may, in its discretion, reduce the amount demanded by the estimate (*Matter of Emmerson v. Buck supra*) but such changes in the items are advisory only, and while entitled to great consideration as coming from the body in general control of the city government and particularly of its finance and taxation, are not controlling. Under the duties with which it is charged, the board must make the final decision as to how the money within its control shall be expended in providing an efficient system of education.⁸

Revision of the budget by eliminating or changing specific items constitutes the most rigid type of control city officers may hold over the school budget or, in effect, over the educational program, since the extent to which a particular activity is carried on is limited by the amount of funds granted for the activity. According to the laws and the interpretations placed upon them by city and school officials, there are 13 cities in which city officials are authorized to strike out or alter specific items of the school-budget estimate. One of the best examples is in St. Paul, where the mayor of the city "shall have power to veto any item or items . . . without affecting the validity of any other item or items."⁹ In Baltimore, where the school budget is subject to review by the board of estimates and the city council, both agencies may reduce specific items of the estimate.¹⁰

In 6 cities the mayor, individually or with the city council, holds the veto power over the entire school estimate or certain items thereof. Generally, however, the veto may be overridden by a specified majority vote of the school-board members. For example, the mayor of Holyoke, Mass., may veto the school estimate, but after reconsideration the school committee may make the original vote effective by a two-thirds majority of its members, notwithstanding the mayor's veto.¹¹ Likewise, in Waterbury, Conn., the mayor's veto may be overridden by a two-thirds majority of the school-board members.¹² In New Rochelle, N. Y., the veto power is conferred upon the city council, but the veto may be overridden by a two-thirds majority of the school board.¹³ The law of New York affects some cities differently, depending upon the status before the state education law was passed. For example, the mayor's veto in Mount Vernon requires a three-fourths majority to override. A three-fourths majority vote is also required in

Atlanta to override the mayor's veto.¹⁴

The mayor's veto power over the school-budget estimate in Boston is of little consequence in view of the fact that his veto may be overridden by the votes of four of the five members of the school committee¹⁵ which is the same number required to validate the original estimate.¹⁶

Custody of School Funds

City officials are often clothed with discretionary authority in approving the school-budget estimate. Other functions performed by city officials in the financial affairs of the public-school system are mostly ministerial. Where city officials have been authorized by law to levy and collect school taxes, audit school accounts, receive, hold, and disburse school funds, the intention of the law is not to provide a municipal check upon the action of the board of education but rather to distribute these responsibilities "for convenience and to avoid multiplicity of officers."¹⁷

Since most large cities have a city treasurer to act as custodian of city funds, legislators have frequently designated the city treasurers to perform similar functions for the board of education.

Table III shows the frequency with which city officials serve as custodians of school funds in cities of different size.

TABLE III. Number and Per Cent of Cities in Which City Officials Act as Custodians of School Funds

Population Group	Total Number	Cities Where City Officials Act as Custodians of School Funds	
		Number	Per Cent
Over 500,000	13	10	77.0
200,000-500,000	28	14	50.0
100,000-200,000	52	26	50.0
50,000-100,000	98	33	33.7
All cities over 50,000	191	83	43.5

It is significant that the city treasurer acts as custodian of school funds much more frequently in the large cities than in the smaller cities. Over three fourths of the cities above the half-million population level have their school funds in the custody of the city treasurer whereas only one third of the cities between 50,000-100,000 are so governed.

Auditing School Accounts

There are two different types of auditing. One type constitutes a continuous process throughout the year of examining and countersigning warrants and statements when the amounts specified on them are ascertained as correct. The other type of auditing is performed periodically, usually once a year, for the purpose of showing the financial condition of the school system, detecting fraud, or locating error. In some instances, the same person is authorized to perform both types of

auditing, but more frequently the two functions are performed by separate agencies.

Charter and statutory laws providing for the audit of school accounts do not always specify clearly the type of auditing expected. Moreover, it is the practice in some cities to appoint a city official to audit school accounts even though there is no law requiring it.

Therefore, in order to determine the extent to which city officials participate in the auditing of school accounts it is necessary to supplement provisions contained in the laws by information from city and school officials as to prevailing practices. On the basis of complete information it is found that city officials in 62 of the 191 largest cities act as school auditors in either one or both of the capacities defined. In over half of the cities above the half-million population level, the city auditor acts as *ex officio* auditor for the city school system. Most frequently the city official who audits school accounts bears the title of "city auditor." In some instances, however, the title of "comptroller" or "controller" prevails.

Levy and Collection of City School Taxes

Tax levy. The levy of school taxes is a matter determined by law. The laws may designate county, city, or school officials as tax-levying authorities. In approximately 50 per cent of the cities having over 50,000 population city officials are authorized to levy part or all of the school taxes. Where city officials do levy school taxes, such taxes are usually separate from those of the municipality. There are some cities, however, which are not required to provide for a separate school tax. Such cities, most of which are in Massachusetts, Virginia, Maine, New Jersey, New York, and New Hampshire, levy a general city tax which contributes toward the maintenance of the schools as well as other municipal functions.

The discretion city authorities have over the school tax levy varies considerably. Notable variations exist for cities of a single state as is exemplified by the laws and judicial interpretations pertaining to two cities in the State of Wisconsin. A law governing the city of Milwaukee, provides that "the said board shall report to the common council . . . the amount of money required for the next fiscal year for the support of all public schools in said city including high schools, and it shall be the duty of the said common council to levy and collect a tax upon all the property subject to taxation in said city, at the same time and in the same manner as other taxes are levied and collected by law."¹⁸ That the common council has no more discretion in the matter than that specified in the law is made certain by a prominent court decision.¹⁹

A contrasting provision of the law applying to cities of the second class specifies

¹⁸General Laws of Wisconsin, 1925, chap. 285, sec. 1.
¹⁹State ex rel. Harbach v. Mayor, 189 Wis. 84.

⁸*Rief v. Schwab*, 204 N. Y. App. 50.

⁹Charter of the City of St. Paul, Minnesota, 1924, sec. 204.

¹⁰Charter and Public Laws of Baltimore City, 1927.

¹¹Charter of the City of Holyoke, Massachusetts, 1914, sec. 42.

¹²Statute of Connecticut, 1931, p. 640.

¹³Education Law as Amended to July 1, 1934, U.S. Bulletin 1044, art. 33-A, sec. 877.

¹⁴Georgia Laws, 1929, part III, title I, sec. 5.

¹⁵Special Acts of Massachusetts, 1919, chap. 206, sec. 2.

¹⁶Acts and Resolves of Massachusetts, 1930, chap. 313, sec. 1.

¹⁷School District of City of Lansing v. City of Lansing, 206 Mich. 405, 245 N.W. 449.

that the board of education should certify to the common council the amount which will be necessary to be raised by city taxation and "it shall be the duty of the common council to consider such estimate, and by resolution determine and levy the amount to be raised by city taxation for school purposes."²⁰ The courts interpret the law as endowing the common council with considerable discretionary power over the school levy.²¹

Tax collection. Obviously a city official collects school taxes when they constitute a portion of the general city tax. Also, in many cities where there is a separate school tax, a city official is required to collect such tax. Taxes levied by city officials are almost invariably collected by city officials. Even when the board of education is authorized to levy the school tax, the law may require city officials to collect the taxes so levied by the board of education.

In 110 of the 191 largest cities, the taxes supplied by the city school districts are collected by the city treasurer, city collector, director of finance, city comptroller, or some other official who collects city taxes. Several other cities, such as those of California where the city furnishes a small fraction of the entire school fund, might be added to the list of those cities where a portion of the school tax is collected by city officials.

Legal status of city treasurer as collector of school taxes. The assumption that a city treasurer maintains his status as a city officer even while collecting school taxes may sometimes be erroneous. In the eyes of the court a city treasurer is a school officer while acting in behalf of the public-school system. A Michigan adjudication is illustrative:

The city treasurer is not the agent of the city in the collection of the school taxes and their payment to the treasurer of the school district. The collection of school taxes by the city treasurer is not a city matter but a school district matter. For convenience and to avoid a multiplicity of officers, the city treasurer is charged with collecting school district taxes. This is a matter of public administration. It does not make the city treasurer a city agent in collecting these taxes. The city is not in any sense as regards this duty of the city treasurer, a principal.²²

Legal status of funds collected by city treasurer. Ordinarily school taxes collected for school purposes by the city treasurer comprise school funds, and the city has no authority over such funds by virtue of the fact that they were collected by a city official. Thus the Michigan Supreme Court held that "school taxes are collected and to be collected by the city treasurer, but they are not, when collected, received for or by the city. They do not become a part of the funds of the city. They are in the city treasurer's hands for school purposes, collected by him, and to be paid out



MR. JAMES F. GOULD
Assistant Superintendent in Charge of Business
Affairs, Minneapolis, Minnesota.

Mr. James F. Gould, who had been a member of the Minneapolis board of education for some years, was in May elected Assistant Superintendent in Charge of Business Affairs. He succeeds Mr. George F. Womrath, deceased.

by him only on the order of the proper officers of the school district."²³

In Wisconsin, however, where in cities of the second class the control of education is by statute given to the municipal authorities, funds collected for school purposes have been held to be municipal funds. The court even ruled that interest accruing from deposits of such funds belonged to the city.²⁴

Issuance of School Bonds

Washington, D. C., is the only city for which there is no legal authority to issue school bonds. In all other cities, the board of education, city officials, county officials, or the state legislature may issue school bonds under certain conditions defined in the laws.

The most prevalent type of law authorizing a school bond issue is that which empowers the board of education to make the issue after the proposition has been submitted to and approved by the electorate of the district concerned. In some instances, however, the board of education must secure the approval of city officials before being legally authorized to issue bonds for school purposes. This is particularly true of certain cities in the State of Michigan.²⁵

In approximately one third of the cities with a population exceeding 50,000, the city council or some other municipal agency is authorized to issue school bonds with or without the approval of the electorate.

Certain cities in the State of New Jersey exemplify the discretionary power city au-

thorities may hold over the issuance of school bonds. Boards of education in districts included in Article VI of the school law may indicate to the board of school estimate the amount of bonds which they deem necessary for the purchase or improvement of lands for school purposes. After such notification the board of estimate is required to fix and determine the amount necessary for such purposes and accordingly notify the common council, board of finance, or other governing body of the city which may appropriate and borrow for such purposes by the issuance of bonds.²⁶ The board of school estimate and not the common council possesses the discretionary power in determining the amount necessary. "When the board of school estimate has fixed and determined the amount necessary . . . it is mandatory upon the body having the power to make appropriations of money raised by tax, or to borrow same and secure its repayment by the issue of bonds."²⁷

Other cities in which city officials are authorized by law to exercise discretion in the matter of issuing school bonds are located in the states of Wisconsin and New York and several of the New England States.

Regardless of where the authority of issuing school bonds resides, most school districts and cities are governed by laws which specify the maximum limit of bonded indebtedness. Where limits of municipal bonded indebtedness have been defined in the laws, certain city officials have construed the law to mean that the financial obligation of the city school system should be included in determining the total bonded indebtedness of the city. Judicial opinion, however, indicates otherwise. Some years ago the taxpayers of the city of Indianapolis instituted action to enjoin the board of school commissioners from issuing proposed school bonds because of exceeding the legal limits applying to the civil city. In permitting the bond issue to be made, the supreme court declared that "the debts of the school city of Indianapolis and those of the civil corporation are not to be aggregated to determine the debt limit to which either is entitled. . . ." ²⁸ In deciding a somewhat similar case, the Illinois courts said, "the fact that under the statute the board of education of the city of Chicago is a municipal corporation with the same boundaries as the city itself, and that some of the city officers are *ex officio* officers of the school board does not preclude the board from issuing bonds to increase its working cash fund under section 134¾ of the School Law, on the ground that the city is already indebted up to constitutional limit, as the school board is a body politic and corporate, having its own limit of indebtedness."²⁹

²⁰General Laws of Wisconsin, 1934, chap. 40, sec. 40.55.

²¹State ex rel. Board of Education v. Racine, 205 W. 389, 236 N.W. 553.

²²School District of City of Lansing v. City of Lansing, 260 Mich. 405, 245 N.W. 449.

²³School District of City of Lansing v. City of Lansing, 260 Mich. 405, 245 N.W. 449.

²⁴Board of Education v. City of Racine, 238 N.W. 413.

²⁵General School Laws of Michigan, 1934, sec. 7311.

²⁶New Jersey School Law, 1931, art. VI, sec. 112.

²⁷Montclair v. State Superintendent, 47 Ur. 68.

²⁸Campbell v. City of Indianapolis, 155 Ind. 180.

²⁹Board of Education of the City of Chicago v. U'ham, 357 Ill. 263, 191 N.E. 876.

The Power to Apportion Assets and Liabilities

Paul H. Axtell, Ph.D.*

One of the most vexing problems which arise under the power of school-district creation or alteration is the power to apportion the assets and equities and adjust the debts and liabilities of the districts involved. The exercise of this power has given rise to many delicate situations which have called for court adjudication. That newly created or consolidated districts may properly function, that injustices or burdens may not be placed upon districts, that the right of both creditor and debtor may be properly safeguarded, that old districts which have outlived their usefulness for school purposes may not be continued merely for the purpose of collecting taxes or paying debts, it is essential that upon any creation, alteration, or division, there should be an equitable apportionment of the assets and liabilities of all districts concerned.

Care should be taken in framing laws for consolidation that the consolidated district will receive as much state and county money as the entire number of uniting districts would, that any indebtedness of any of the districts be equitably adjusted for the entire consolidation, and that the school property of all districts be vested in one.¹

Unless there is some constitutional restriction to the contrary, the state legislature has full power to do this and may apportion or adjust the assets, rights, and liabilities of a district when altered or dissolved, as it deems proper.²

The power of the legislature to provide for a fair and equitable disposition or division of public property in the case of the division or annexation of territory is unquestioned.³ Such statutes have been attacked on the grounds that they are contrary to the federal constitution as taking property without due process of law, as divesting vested rights, and as impairing the obligation of a contract. Such actions have uniformly met with failure.

Such statutes do not violate the due process clause of either a state or the federal constitution.⁴

The contention that such statutory provision (to adjust equities between districts at the time of alteration) is violative of the due process clause of the federal constitution has been considered in numerous cases and decided adversely thereto.⁵

Nor can it be held that such acts are destructive of vested rights.⁶

It is incumbent upon the state to educate its youth, which duty may, for convenience, be delegated to school districts . . . as agencies of the state they have no vested right to the property which they may acquire, but hold it in trust for the general public.⁷

Such a trusteeship may, however, be changed at any time by the legislature in the exercise of its plenary power.⁸

Such statutes are not violations of the obligation of contract.⁹

It has been held that a statute which authorizes or requires a new tax district to assume and pay the debts and obligations of the old district does not thereby impair the obligation of the existing contracts. The debts contracted are not extinguished, and the rights of the creditors amply protected.¹⁰

Any attempt, however, to free or relieve territory from the liability for payment of indebtedness which it assumed and which was to be paid out of taxes, without making provision for such payment, would be void.¹¹

Apportionment of Debts

Because the general rules of law differ greatly where statutes have been enacted governing apportionment from those which apply where statutes on the subject do not exist, a clarification of these rules is needed.

The exercise of the power to apportion under the statutes, like all other delegated power, requires that the agent be governed by the specific provisions of the statute but unless expressly stated, apportionment is not a condition precedent to alteration.¹² A statute which provides that debts and liabilities be apportioned is not construed to mean that property and assets shall also be apportioned,¹³ but in case the statute apportions assets in case of dissolution, it is held that the debts must also be paid.¹⁴

Apportionment proceedings will not be invalidated because of minor irregularities. "If the proceedings substantially comply with the law, they are sufficient."¹⁵ But, if a hearing must be held, a failure to hold such hearing would be fatal to the proceedings.¹⁶ Provisions however which provide a time when or within which apportionment must be made are, for the most part, construed as directory, not mandatory, and failure to make the ap-

portionment at the time required does not invalidate the proceedings.¹⁷

In proceedings under the statutes the agent or agency so designated and none other¹⁸ may make the apportionment, and it must be done in the mode and manner prescribed by the statute,¹⁹ according to the law in force at the time of the apportionment even though it is a different law from that under which the district was altered or dissolved,²⁰ and only such assets and liabilities may be apportioned as exist at the time of the alteration or dissolution.

It is the equitable division of the "then existing assets and liabilities" that is to be made and the provision has no reference to other assets nor to liabilities subsequently arising between the two corporations.²¹

When the officer or board with power to make apportionment has acted and the amount of the award paid, the power is exhausted and the amount cannot be increased or decreased by the board or officer making the award.²²

No appeal may be made from the determination of an award in proceedings for apportionment unless there is specific statutory authority for the same²³ nor will the writ of mandamus²⁴ lie to compel a payment different from an award valid upon its face.²⁵ However, the question of jurisdiction of the board or tribunal making the award, or the regularity of its proceedings may be called up for review in certiorari²⁶ proceedings where, if discretion is abused, the award may be annulled; but the court cannot substitute its own judgment for that of the officer or board.²⁷ Furthermore, an award may be attacked directly in a court of equity in case of a material mistake of fact or law,²⁸

¹*Curtis v. Haynes Special School Dist. No. 4*, 128 Ark. 129, 193 S. W. 523.

²*Pittston Tp. School Dist. v. Dupont School Dist.*, 275 Pa. 183, 118 A. 308.

³*Albin v. West Branch Independent Dist.*, 58 Iowa 77, 12 N. W. 134.

⁴*East Pennsbury School Dist. v. West Fairview School Dist.*, 21 Pa. Dist. 813.

⁵*Corwith Ind. School Dist. v. Lu Verne Dist. Tp.*, 107 Iowa 73, 77 N. W. 525.

⁶*Robinet v. School Dist. No. 83*, 63 Kan. 1, 64 P. 970, 971.

⁷*Algona Dist. Tp. v. Potts Creek Dist. Tp.*, 54 Iowa 286, 6 N. W. 295.

⁸Mandamus is a high prerogative writ, usually issuing out of the highest court of general jurisdiction of the state, in the name of the sovereignty, directed to any natural person, corporation, or inferior court of judicature within its jurisdiction, requiring them to do a particular thing, therein specified and which appertains to their office or duty. *Bowriers' Law Dictionary*, p. 748.

⁹*School Dist. No. 3 v. Riverside Tp.*, 67 Mich. 404, 34 N. W. 886.

¹⁰Certiorari is a writ issued from a superior court to review the proceedings of inferior officers, boards, or tribunals, acting in a judicial or quasijudicial capacity.

U. S. v. Young, 94 U. S. 258, 24 L. ed. 153.

State v. Wright County, 126 Minn. 209, 148 N. W. 53, 55.

¹¹*In re White Tp. School*, 300 Pa. 422, 150 A. 744.

¹²*Algona Dist. Tp. v. Potts Creek Dist. Tp.*, 54 Iowa 288, 6 N. W. 295.

¹³*School Dist. No. 48 v. School Dist. No. 115*, 60 Ok. 38, 118 P. 169, 170.

¹⁴*Cavener v. Chicago Bd. of Education*, 133 Ill. 145, 24 N. E. 532.

¹⁵*Rawson v. Spencer*, 113 Mass. 40.

¹⁶*Coble v. Guilford County*, 184 N. C. 342, 114 S. E. 387, 493.

¹⁷*Lincoln Park Bd. of Education v. Detroit Bd. of Education*, 245 Mich. 411, 222 N. W. 763.

¹⁸*State v. Hall*, 13 Ok. A. 350.

¹⁹*In re Wilkins Tp. School Dist.*, 18 Pa. Super. 293.

²⁰*Chadstron v. Knox County Bd. of Ed., etc.*, 244 Ill. 470, 91 N. E. 712.

²¹*Follett v. Sheldon*, 195 Ind. 510, 144 N. E. 867, 874.

²²*Everett Tp. School Dist. No. 3 v. Wilcox Tp. School Dist. No. 1*, 63 Mich. 51, 29 N. W. 489.

*Serving Principal of Schools, Caldwell, N. J. United States Bureau of Education: *A Manual of Educational Legislation*, p. 25.

¹*City School Dist. v. Hollywood City School Dist.*, 156 Cal. 416, 103 P. 122, 26 LRANS 485, 20 Ann. Cas. 100.

²*City v. Schriener*, 151 Wis. 162, 138 N. W. 633, 635.

³*Bank School Dist. No. 6 v. Lincoln School Dist.*, 157 S. D. 38, 156 N. W. 587.

⁴*City v. Adams Mills Rural School Dist.*, 113 Ok. St. 40, 144 N. E. 634.

⁵*Montic School Society v. Windham First School*, 201 Conn. 457.

but a school district which has acquiesced in an apportionment and acted on that basis is estopped from altering the amount of the award in the absence of fraud.²⁹

Recovery of Assets

A school district, however, which is entitled to a share in the property, funds, or assets of another as a result of creation, alteration, or dissolution may maintain appropriate judicial proceedings against that district or officer into whose hands such assets have come, in order to determine and enforce its rights.³⁰

School funds remaining in the hands of any old district in the town of Barre may be recovered in the name of the town. Therefore, the action is properly brought by the town of Barre.³¹ No action may be brought, however, until the officer designated to make the apportionment has acted³² and no district can estop itself from claiming the property of another district to which it is entitled since both are agents of the state and trustees of the public.³³

In the absence of any statutory provision for apportioning the assets and liabilities upon school-district alteration, it is a general rule of law that when a district is so divided that it loses part of its territory to another existing or newly created district, such old district, if it continues its legal existence, retains all its rights, privileges, and the property within its new borders,³⁴ also all its money and funds in hand and receivable.³⁵

We agree with the learned judge of the trial court, that the act of 1895 contains no authority to find or decree, a balance due to the outgoing or new district for an undue proportion of real estate and movable property remaining in the old district.³⁶

As to the title to the ownership of property falling within the new district, when property is detached from an old one to form the new, opinion of the court is divided. It is held by some authorities that the old district still retains ownership of any real estate to which it had title,³⁷ but the weight of authority and the more recent authority holds that realty falling within the detached territory, becomes the property of the district to which it is attached or within which it is included,³⁸ without any obligations to pay for the same.

There is no liability on the part of one school corporation to pay for the property taken from another school corporation by annexation, except such obligation be created by statute.³⁹

Furthermore, in the absence of statutory

authority to the contrary, the old district from which a portion has been detached, remains and continues to be liable for all its debts and other liabilities⁴⁰ even though it may have lost most of its real property but it has also been held that the detached portion is liable for its proportionate share of the obligations of the old district.⁴¹

In the absence of such provision (statute for apportionment of property and debts) the rule of common law obtains, and that rule leaves the property where it is found and the debt upon the original debtor.⁴²

When the act of segregation is silent as to the common property, and common debts, the old corporation retains all the property within its new boundaries and is charged with the payment of all the debts.⁴³

If, however, all the territory of a district is annexed to another, or if a district is abolished to form a new district, the new district receives all the rights and property of the old district and is liable for all its debts and liabilities.

Where one district is made up out of two entire districts, it is clear enough that it must succeed to their rights and liabilities. (Where two districts had united to form a single district), it was held "that the debts of both districts and the credits of both" united "in the newly formed district."⁴⁴

Where the old district is continued by statute for the purpose of paying indebtedness, the new district is not responsible therefore.⁴⁵

Legislative Remedy for Hardships

Whenever two or more districts are created out of territory of one or more districts which have been abolished, each new district takes the property that falls within its boundaries and each new district is severally responsible for its proportionate share of the debts of the old district.⁴⁶ Where merely the form of the district is changed or another type substituted in the same territory, such reorganized or substituted district retains the property of its predecessor⁴⁷ and is liable for its debts.⁴⁸

In the whole matter of the exercise of the power of apportion equities and liabilities, this fact is important; that failure to do so does not impair the plenary power of the legislature in the slightest degree and the only remedy for hardship occasioned thereby is the action of the legislature itself.

Where the legislature has unrestricted power over the formation of school districts and making changes in the boundaries thereof, a failure to adjust equities between old and new districts does not prevent the exercise of the power of making changes.⁴⁹

If the legislature, in making changes in territory, directly or through authority delegated by it to a subordinate body, fails to make provision for an equitable adjustment of the assets and liabilities between the corporations affected, and hardship results thereupon, it is a hardship which the legislature alone can remedy, and the courts cannot grant relief.⁵⁰

To Summarize

1. In school-district creation and alteration, an equitable apportionment of the assets and liabilities of the affected districts should be made; the state has the right to enact statutes for such apportionment and it is not in violation of constitutional provisions — as violating the due process clause, vested rights, or the obligation of contract — though territory cannot be relieved from liability for indebtedness unless provision for payment is made.

2. If there is a material mistake of fact or law, an award may be attacked directly in a court of equity, but no collateral attack will be sustained. In absence of statute, there is no appeal from an award except by certiorari in which the court reviews only the jurisdiction, or regularity of proceedings, of the body making the award, but cannot change the award.

3. In the absence of statute, the general rule is that the new district retains the property within its borders, and the old district, if it is continued, retains its rights, privileges, funds in hand and receivable, and the property within its new borders as well as all the debts.

4. Where one district succeeds to the territory of one or more districts which are abolished, it also succeeds to all the property and debts; where all the territory of one district becomes the property of one or more new districts, each receives the property within its borders and is responsible for its proportionate share of the debts and liabilities of the old corporation.

5. Failure to apportion in no way lessens the plenary power of the legislature to create and alter school districts.

⁴⁹Womble Special School Dist. v. Ellington, 112 Ark. 607, 164, S. W. 1130.

⁵⁰Peo. v. Bartlett, 304 Ill. 283, 136 N. E. 654, 656.

²⁹Appeal of Commonwealth, 305 Pa. 263, 157 A. 621.

³⁰Midland School Dist. No. 6 v. Midland School Dist. No. 5, 40 Mich. 551.

³¹Barre v. School Dist. No. 5, 69 Vt. 374, 37 A. 1111.

³²Cleveland Village School Dist. No. 118 v. Zion, 195 Mo. A. 299, 190 S. W. 955.

³³Fulton County Bd. of Education v. College Park Bd. of Education, 147 Ga. 776, 85 S. E. 684.

³⁴Peo. v. Bartlett, 304 Ill. 283, 136 N. E. 654.

³⁵Cooke v. Logan County School Dist. No. 12, 12 Colo. 453, 21 P. 493.

³⁶Munnhall School Dist. v. Mifflin Tp. School Dist., 207 Pa. 638, 639, 56 A. 1125.

³⁷Kansas City Bd. of Ed. v. Wyandotte Co. School Dist. No. 7, 45 Kan. 560.

³⁸Peo. v. Bartlett, 304 Ill. 283, 136 N. E. 654, 656.

³⁹State v. Tukey, 189 Ind. 635, 128 N. E. 689, 690.

⁴⁰Presque Isle Co. v. Thompson, 61 F. 914, 10 C.C.A. 154.

⁴¹Pessemier v. Plummer, 135 Kan. 429, 10 P. (2d) 887.

⁴²Pass. School Dist. v. Hollywood City School Dist., 156 Cal. 416, 105 P. 122, 26 LRANS 485, 20 Ann. Cas. 87, 88.

⁴³Tisdale v. Eldorado Independent School Dist. (Tex. Civ. A.), 287 S. W. 147, 148.

⁴⁴Wilson v. Ellington Tp. School Dist. No. 4, 233 Mich. 581, 207, N. W. 810.

⁴⁵Adriansen v. Bd. of Ed., 222 App. Div. 320, 326, N. Y. S. 145 (aff. without opinion), 248 N. Y. 542, 162 N. E. 517.

⁴⁶Mt. Pleasant v. Beckwith, 100 U. S. 514, 25 (L. ed.) 705.

⁴⁷Breathitt County Bd. of Education v. Bark, 214 Ky. 284, 283 S. W. 99.

⁴⁸Lincoln County School Dist. No. 12 v. School Dist. No. 33, 25 Ida. 554, 139 P. 136.

SNAP COURSES

If anyone recoils against one snap course per pupil per semester, I have another suggestion. Let the secondary schools follow the example of the colleges and give their pupils general survey courses, or, as they are sometimes called, "orientation courses." A general survey course can properly break away from some of the drab traditions of the past. Most of those traditions are traditions of specialization. Let us open the windows and let science and literature and some real classics in, not in rigid courses systematically organized for purposes of intellectual regimentation but in discursive courses designed to stimulate curiosity and universal interest.

Charles H. Judd.

The Pro and Con of Home Study

R. F. Peters¹

"What shall we do about home study?" is a question which probably evokes as much controversial discussion today as any secondary problem which faces American education. Unsubstantiated theories and dogmatic policies have so obscured the issue that it seems doubtful whether the problem can be satisfactorily solved.

A survey of the home-study problem would have to take into account the increasingly important place which schools have come to occupy in the American way of living. In the early days of our republic, education was largely a matter of providing a building and employing a teacher. No one was particularly concerned about the number of hours of home study necessary to complete the course. When the pupil had mastered the three "R's," he was automatically dismissed as educated.

As population increased and the demands upon schools became heavier, it was inevitable that some degree of organization should be perfected. The expansion of curricula and the broadening of the school's responsibilities have necessitated the setting up of various accrediting and regulatory agencies, to the end that standardization and uniformity might be realized. As a result, pupils are classified into more or less homogeneous groups, called classes. In these classes, all pupils must fit into the same mold, regardless of varying interests, aptitudes, and abilities.

Under such an arrangement, it is to be expected that the prime motive which actuates the child is the earning of grades and credits. After he has amassed the required number of credits, he is graduated. He may or may not have done a great deal of home study in attaining the distinction of graduation. The amount of home study which he has done depends upon the philosophy underlying the organization of the school which he attends.

The Arguments for Home Study

Let us consider the case for the proponents of home study. In the first place, congested classes and overburdened curricula have made it almost impossible for teachers to give individual attention to the needs of pupils. School time is almost completely utilized by the curricular and extracurricular activities in which the child must engage. These activities require most of the child's school time, with the result that he must do a certain amount of studying at home, if he is to make satisfactory progress.

Secondly, it is contended that the requirement of home study binds the child closer to his home, and helps to prevent him from engaging in undesirable activities outside the home environment. This argument is especially applicable to pupils of adolescent age. If, during preadolescent years, boys and girls have formed the habit of studying at home, they are less inclined to "kick over the traces" during adolescence.

Again, it is said that home study helps to bring about better relationships between the home and the school. When children are required to study at home, parents are kept more closely in touch with the ideals and activities of the school. It sometimes happens,

however, that home study imposes upon parents duties and responsibilities that are a bit irksome. It is not unusual to hear such outbursts as, "What are teachers paid for?" and "Aren't teachers paid to teach?" Undoubtedly, home study brings the home and school closer together. Whether or not the relationship is always pleasant is something else again.

Furthermore, it is claimed that home study helps to develop a feeling of responsibility in the child. In the classroom, it is natural and convenient for the child to look to his teacher and classmates for assistance in his more difficult problems. If he prepares lessons at home, he oftentimes finds himself confronted with the necessity of solving his own problems and making his own decisions. It is argued that home study should be encouraged, if it contributes to the development of individual initiative.

Finally, it is said that home study tends to make schoolwork a part of out-of-school situations. Many people conceive of education as beginning when the child enters the schoolroom and automatically ceasing when he leaves the school. Outside the schoolroom, education is supposed to remain in a state of suspended animation, while the child occupies his mind and his time with "other things." Oftentimes, these "other things" give a child the only education he will ever receive, despite all the efforts which the school may make in his behalf. If the school is looked upon as a means of preparing pupils for life situations, home study may conceivably have the effect of tying up schoolwork with out-of-school situations.

Arguments Against Home Study

Of the numerous arguments advanced against home study five or six are worth noting. In the first place, it is said that home study deprives a child of the rest, recreation, and home contacts which are essential to normal development. Opinions vary as to the amount of rest and play which are necessary to the proper growth of a child. As a rule, parents of the old school contend that children are allowed to play too much anyway, and that a generous portion of work would not be amiss.

On the other hand, many parents insist that when a child has spent six or seven hours in the classroom, his physical development requires a liberal amount of play, recreation, and social contacts. They believe that home study is not only burdensome but positively harmful to the growing child.

As a compromise between these two extremes, many school authorities have worked out home-study schedules, providing for study periods of varying lengths in different grades. These periods increase in length as the child advances to higher grades. Such schedules are effective as compromises, but they do not settle the troublesome controversy.

In the second place, it is said that the amount of homework depends largely upon the whims, personality, and efficiency of the individual teacher and not upon the needs of the children. This argument is particularly applicable in schools where the amount of

home study is left entirely to the discretion of the teachers.

Thirdly, the argument is advanced that home study has little value as an educative device because of its tendency to become mechanical. Many teachers consider it a duty to assign for homework each night a fixed number of problems in arithmetic, sentences in grammar, questions in geography or history, and new words in spelling. Thus, home study becomes a mere matter of routine and loses value as a creative enterprise.

Again, it is pointed out that home conditions are seldom ideal for home study. Such factors as family bickering, noise, confusion, improper lighting and conditions arising out of poverty are not conducive to satisfactory home study. While such conditions may not be typical of American homes, it can hardly be denied that children from such homes may be found in every schoolroom.

Furthermore, it is generally agreed among educators that study, in order to be most effective, must be carefully directed and supervised. Few parents are prepared to furnish such direction and supervision. Home study, therefore, may be unproductive of satisfactory results.

Finally, it is contended that home study is not necessary to enable a child of average intelligence to acquire an education. Formerly, most children dropped out of school at about the fifth or sixth grade. The completion of the eighth grade was looked upon as unusual. In those days, the mastery of "the common branches" had to be completed within a few short years, and home study was essential to the mastery of the course. Modern education, is more leisurely; it provides for the advancement of the child by gradual and almost imperceptible stages toward the completion of his training. Hence, the child is expected to make satisfactory school progress without the aid of home study.

Criteria for Judging Home Study

In an attempt to reconcile the foregoing arguments, three criteria must be applied: (1) The education of an individual cannot be confined within the limits of a curriculum. (2) The education of children is the joint responsibility of home, school, and community. (3) The existence of individual differences among children must be taken into account in the consideration of any educational problem.

The first criterion makes evident that many of the arguments for and against home study are fallacious. It is absurd to quibble whether a child should be required to study at home, in the face of the well-established principle that education does not lie altogether in books or even in a schoolroom. Too often, educators tend to look at education strictly as a curricular matter. It is true that school attendance is the best way to assure to every child an equal educational opportunity with every other child, but we cannot therefore assume that every child who attends school will become an educated person. School authorities may place themselves in an untenable position by setting up definite specifications as to how much or how little home study may be necessary.

¹Superintendent of City Schools, Monticello, Ky.

The second principle, namely, that education is a joint responsibility of the home, school, and community, makes it obvious that many arguments on home study are pointless. The home produces the children, the community produces the revenue, and the school is supposed to provide the instruction. These three—home, school, and community—must make a co-operative effort to provide suitable educational opportunities for children. This being the case, the school should be extremely cautious in setting up rigid requirements and uniform standards for home study. For example, the health of children and living conditions in particular neighborhoods may have serious effects on home study. In short, children from homes where adverse conditions prevail, should not be penalized for failure to perform assigned school tasks at home. By the same token, no restrictions should be placed on the amount of study which children may do in homes where conditions are favorable.

Lastly, individual differences among children must be taken into account. Educational thinkers have long since abandoned the "lock-step" system of education. It is impossible to assign the same home-study tasks to all the children of a particular group, with the expectation that all will require the same amount of time to complete the work. Under such a system, slower children would be forced to labor far into the night on assignments which brighter children might complete in a few minutes. Thus, one group might be overburdened while the other group would not have enough to do. It would not be equitable or desirable, therefore, to set up definite and rigid requirements at any particular grade level.

In the writer's opinion, much of the adverse criticism of home study is due to the fact that teachers have overloaded pupils with unreasonably burdensome tasks. Also, many teachers and school authorities have insisted upon rigid home-study schedules without regard to health, social conditions, or individual differences among children.

It is not criminal or even unreasonable to expect pupils to study at home. One major objective of education is to create within the child a desire to learn. That desire may be fostered at home as well as in school. If it is true that education is the joint responsibility of the home and the school, there is little justification for a policy that looks toward the abolishment of home study.

Briefly, our position is that homework should be assigned to pupils on the basis of their needs and desires rather than upon the basis of the needs and desires of teachers. No child should be victimized by the rigid demands of a system or schedule. The quality and quantity of his work in the classroom should determine in measure the amount of study required at home. We should not abandon home study, but we must not allow it to become a fetish.

BETTERING SCHOOL-BOARD SERVICE

In an address to the Federated School Boards of New Jersey, Mr. Irving Marland, vice-president of the New York School Boards Association suggested five points for bettering school-board service. As summarized in the *School Bulletin of the Bergen County Federation of School Boards*, Mr. Marland urged:

1. Board members should realize the necessity of learning terms common to school

CODE OF ETHICS FOR SCHOOL TRUSTEES

The California School Trustees' Association believes in holding to a code which not only defines the scope and function of a school officer but also outlines the relation which such an officer holds to the teaching profession and the public in general. Thus, the following code of ethics reflects the credo of the Association:

1. The position of a trustee is one of public trust and responsibility. It is his duty to rise above partisanship and to keep in mind that he represents at all times the entire community and that the schools are being maintained for the benefit of the whole public and not for any group or portion. He must at all times strive to build up and maintain public confidence in the board, in the teachers and the work being done by the schools. The relations between the trustees, teachers, and the general public should be one of mutual frankness, confidence, and sincerity.

2. The work of the board and the teaching personnel is to harmonize the sentiment of the community behind a well-organized, comprehensive school program. Criticism of the trustees, the teachers, and the school program is often the result of ignorance and misunderstanding, and it is the duty of the board to anticipate and to remove criticism wherever possible. The trustee must bear in mind at all times that the teacher is not always in a position to defend himself and that the board must be ready at all times to shield the teacher against unjust criticism.

3. The trustees should at all times be ready to listen to complaints, to petitions or resolutions, and where possible to dispose of such matters for the best interests of our schools. Individual trustees should not assume responsibility for decision or action.

4. As the public school is the bulwark of American progress, the board and the individual trustees should use every endeavor to make it the most efficient instrument of social progress.

5. Employees should be selected upon a basis of merit only. Political or family relationships should not enter into such matters. Neither the children nor members of the families of the trustees should seek or accept any privileges or benefits from the schools that are not enjoyed under like conditions by all members of society.

6. It is the duty of the board to maintain the schools in an efficient manner and to pay employees reasonable and fair wages. These things should be done without an attempt to compete with other districts.

7. A trustee cannot render efficient service unless he is an informed trustee, and it is therefore the duty of every trustee to inform himself upon the laws concerning the schools and the duties and obligations of a trustee to the community, to the school and to the teaching personnel.

8. It is the duty of a trustee to aid in giving to his school district a full and complete educational program. He should attempt to educate the citizens of the community upon the meaning and purpose of the school program.

9. Trustees should adopt reasonable, fair, and efficient rules for the administration of the schools. These rules and regulations should be tools of progress and not of repression. They should be helpful guides to the teaching personnel.

10. A trustee should not recommend a teacher for a position unless he would employ such teacher under similar circumstances.

11. School trustees should associate themselves with trustees of other districts for the purpose of discussing school problems and co-operating in the improvement of public school conditions.

12. Trustees must be guided by loyalty, honesty of purpose, and efficiency, if they expect such qualities in the school personnel. As an officer in one unit of a state system of education, it is the duty of every trustee to co-operate with the trustees of all other districts in an effort to unify and perfect the state scheme of education.

life. They have assumed a responsibility of an important office and should live up to required qualifications.

2. Board members should always be ready to give their superintendent the benefit of a doubt. He is human and should be given consideration, assistance, sympathy, and respect. Do not let him become a machine, and as such, subject him to the browbeating and searings of temper flashes. When you try to humiliate him, you reduce your own possibilities for harmony and efficiency. This in turn, hinders the development of your school.

3. No board member can expect to get along with the superintendent and at the same time endeavor to assume the duties of the superintendent. Let him assume the responsibilities of his office. Do not encroach upon his

duties. Stay in your small corner and let him be in his. It makes for better understanding, smoother performance of duties, and complete satisfaction for everyone concerned.

4. Board members should acquaint themselves with school needs and policies through a study of the superintendents' reports. They should work with the superintendent in order to give the children of their respective communities, the best type of school facilities.

5. The board member should carefully examine himself to determine the character of his own viewpoint toward the whole program of education. He must learn to visualize beyond his own immediate circle of understanding, in order that he may provide the moral and financial support necessary for the proper growth of his school system.

School Administration in Action

A National Association of School Boards

A number of members of boards of education who attended the recent meeting of the National Education Association conceived the idea of forming a national body consisting of those actively identified with the school administrative service.

The provisional committee having the project under consideration concluded to work out a tentative plan of organization and outline briefly the purpose and objectives of the same. Mr. Preston O. Van Ness, who is the executive secretary of the Pennsylvania State School Directors Association, and a member of the provisional committee submits, with the authority of the latter, the following outline of the proposed organization:

I. Name. The name of this association shall be NATIONAL ASSOCIATION OF PUBLIC SCHOOL BOARDS.

II. Membership. Membership in this organization shall be confined to all duly elected or appointed school-board directors, commissioners, or trustees throughout the United States. This shall include members of State School Boards where such boards are provided for by law. State School Board Associations shall be entitled to votes ranging from one to ten, in accordance with the number of school boards they represent from their respective states. The ratio shall be set forth in the bylaws.

III. Voting Power. Each duly elected or appointed representative to the national meetings of this association shall be entitled to one vote.

IV. Meetings. Meetings of this association may be held in connection with meetings of the National Education Association or at times and places otherwise specified by the National Executive Board of this Association.

V. Dues. Members representing schools employing from one to five teachers, inclusive, shall pay annual dues of One Dollar. Those representing schools employing from six to ten teachers, inclusive, shall pay annual dues of Two Dollars. Those representing schools employing from eleven to twenty teachers, inclusive, shall pay annual dues of Three Dollars. Those representing schools employing from twenty-one to forty teachers, inclusive, shall pay annual dues of Four Dollars. Those representing schools employing forty-one or more teachers shall pay annual dues of Five Dollars. Dues from State School Board Associations shall range from Five to Twenty-five Dollars annually, in proportion to the number of schools boards they represent. Dues from State School Boards shall be Five Dollars annually.

VI. Objects. The aims and objects of this association shall be—FIRST: To secure united co-operation in handling school-board problems and to endeavor to bring about general improve-

ment in the public schools. SECOND: To advocate needed national legislation and to carefully scrutinize all national proposed educational bills. THIRD: To promote greater activity and higher efficiency on the part of School Directors in order to secure the best results in the management of the public schools.

VII. Officers. The officers of the association shall include President, Vice-President, Secretary-Treasurer, and an Executive Committee consisting of One Director from each of the states and territories having representatives at the NATIONAL Association's meetings. These officers shall constitute the Executive Board of the Association, whose duty it shall be to prepare programs for the meetings of the Association, shall name committees for study, shall represent the Association in promoting its program and shall carry on the routine work between the annual meetings.

Note: It has been suggested that the meetings of this Association should be held annually during the latter part of November or the first part of December. In this way, the activities and benefits of the Association can be considered in setting up the various programs on the first of January following. (June meetings are almost thrown away; February is late; if you meet in February, why not meet *before*, just ahead of the AASA to avoid being swallowed up?)

The Provisional Committee shall draft a Constitution and Bylaws to be submitted at the Cleveland meeting. The committee consists of the following members:

Paul J. Wortman, Chairman, Member of Board of Education, Dayton, Ohio.

Lynn Thompson, Sec.-Treas., Member of the Board Directors, Minn. State School Board Ass'n., Minneapolis, Minn.

W. A. Clifford, Exec. Sec. of New York State School Board Ass'n., Mount Vernon, N. Y.

Annette Moore, Vice-Pres. Board School Directors, Kansas City, Mo.

John C. Taylor, Pres. Board of Education, Toledo, Ohio.

J. M. Sexton, Ventura, Calif.

P. O. Van Ness, Sec., Penn. State School Directors Ass'n., Harrisburg, Pa.

Dr. Chas. Drake, Sec. Board of Education, Minneapolis, Minn.

Mrs. Wm. B. Spong, Board Member, Portsmouth, Va. John F. Padden, President, Board of Education, Scranton, Pa.

Dr. Theodore Zbinden, Board Member, Toledo, Ohio. Wm. H. Allen, Director of Institute of Public Service, New York, N. Y.

Edwin H. Dorney, Sec., Board of Education, Allentown, Pa.

Herbert J. Stockton, Pres., Pennsylvania State School Directors Ass'n., Johnstown, Pa.

dignity in the community must be dependent upon the prestige of their profession.

THE CODE

I. Relations With Pupils and Parents

1. "The attitudes of teachers and the general attitude of the schools of any community should be that of open, constructive, co-operative work. Communications from parents and the public generally should be met with courtesy, patience, and with an evident and honest purpose of mutual understanding and helpfulness."

2. Teachers should hold inviolable all information as to physical or mental defects of pupils, and any other information the public discussion or mention of which, would tend to prove humiliating or discouraging to such pupils and parents.

Comment: Information obtained from Health Cards, Cumulative Record Sheets or other school records should not be discussed with other pupils or parents. Pupils should not have access to the above-mentioned records or to any other confidential records belonging to the school, not even their own.

3. Teachers should deal justly and kindly with every child. Teachers have the obligation of furthering the life of the students for personal enjoyment, vocational fitness, and worthy service.

Comment: The use of sarcasm in the classroom, or the practice of striking, shaking, or handling children when impatient with them cause, in many instances, much more bad feeling among school patrons than weeks of happy, well-regulated school routine can counteract.

4. Teachers should not tutor pupils of their classes for pay.

Comment: This is both unethical and contrary to the Law of the State of California.

II. Relations to the Profession

1. Teachers should maintain their efficiency and teaching skill by study and by contact with local, state, and national educational organizations.

2. Teachers should show evidence of professional spirit by serving on committees for the consideration and promotion of school interests.

3. In the interest of professional growth, teachers should maintain an open-minded attitude toward new educational methods.

4. The conduct of teachers should at all times be such as to bring honor and dignity to the profession.

Comment: Personal attitudes of teachers toward drinking or gambling are not of public concern. Public conduct of teachers, however, is a matter of public concern, and the circumstances under which these activities are carried on should be given careful consideration. Excessive indulgence in these diversions is to be severely condemned.

Gambling, drinking, and some other commercialized amusements are condemned by many thoughtful persons in the community. They are obviously not suitable diversions for children and youth. Teachers should not by word or practice commend them to immature students. Amusements and practices and beliefs of a controversial kind should not be discussed or engaged in before students.

III. Relations to Members of Profession

1. The motives for all criticism should be helpfulness and improvement.

2. Teachers should avoid unfavorable criticism of other teachers except such as is formally presented to a school official in the interest of the school. It is also unprofessional to fail to report to duly constituted authority any matters which involve the best interests of the school.

Comment: Teachers should not criticize other teachers before parents, or the public. This is being done entirely too much by upper-grade teachers of lower-grade teachers; by junior-high teachers of elementary teachers; by high-school and junior-college teachers of junior-high teachers. Such criticisms are often exaggerated or misinterpreted when carried away from the school.

If the work of preceding teachers of schools is not adequately meeting the needs of the pupils or if the curriculum or course of study is not

Code of Ethics for Pasadena Teachers

Throughout the United States efforts have been made to place teaching on a par with other recognized professions. In order to do this, teachers are aware that they must be willing to assume responsibility for establishing and upholding high standards of ethics in the teaching profession.

The code of ethics printed below was adopted by the Pasadena (Calif.) teachers in 1929, and submitted to the Ethics and Public Relations Committee in March, 1938. The committee found no basic changes necessary,

but added a series of "comments" to adapt the several articles to present-day situations. A copy of the code has been placed in the hands of all teachers in order that they may know what standards of professional conduct have been set by the association. It is hoped that a precedent will be established in having the code of ethics discussed by teachers once each school year to keep the matter in the forefront of attention. The members of the teaching group are encouraged to uphold the standards set because their importance and

appropriate for some grade, criticisms and suggestions for their improvement should be made to the principal, curriculum co-ordinator, director of guidance, or the superintendent.

3. In all business relations, teachers owe each other the courtesy of perfectly frank, open dealing.

4. Social activities should never rob teachers of energy necessary for classroom activity.

IV. Relations to Our Employers

1. True co-operation between classroom teachers and administrators is founded upon respect and sympathy for each other's viewpoint. Teacher co-operation recognizes administrative right to leadership in final determination of school policies; administrative co-operation recognizes the teacher's right to self-expression and to democracy in a school procedure.

2. *Loyalty to School Boards.* It is the duty of every member of the profession in a school system to recognize the legal authority of the board of education and to be loyal to its policies established in accordance therewith.

V. Relations to the Community

1. The highest form of professional service requires teachers to promote public respect for and confidence in the purposes and ideals of public education through active participation and leadership in social and civic activities.

2. In serving the public, teachers do not forfeit their right to personal, social, political, or religious beliefs, but should maintain them in an unobtrusive and dignified way. In business relations their conduct should be such as to dignify their profession.

Comment: Teachers should not air their social, political and religious beliefs in class, but should permit an unbiased discussion of all such topics.

Teachers should conduct their business affairs in such a manner that their names shall not be placed on the merchants' blacklist because of not paying their bills promptly.

3. It is the duty of teachers and their organizations to educate the public as to the fundamental importance of universal democratic education.

An Initial Budget for a High-School Library

Budgeting for public schools has made enormous strides during the last decade. The ordinary annual budget is no longer sufficient for all city school needs and boards of education are demanding long-term budgets and special forms of budgets to meet needs produced by such activities as the construction of new school buildings, the reorganization of departments in schools, extensive repair programs, etc.

An interesting use of a special form budget is discussed by Miss Jasmine Britton in the *American Library Association Bulletin* for July, 1938. The discussion indicates very clearly that budgeting is a distinct activity of each of the Los Angeles, Calif., school librarians and that it is an especially important detail of the planning, construction, and equipment of new school buildings. In fact, the librarian is an integral part of the planning of new libraries so that these become immediately and actively a functioning part of the instruction provided by the school. Writing about the budgeting for a number of new Los Angeles high schools and in particular of the new Susan M. Dorsey High School, Miss Britton says:

Last September, when Los Angeles opened seven new high schools, theories in regard to budget appropriations were newly tested. In the three senior high schools and four junior high schools, the basic orders for library books, magazines, supplementary sets, and authorized texts were on hand when school opened, even before the library furniture was installed.

Current methods of teaching demand more than the textbook and a rich collection of library books. There must also be duplicate copies of titles in sets of five or ten for classroom use, pamphlets on problems of the day, a varied collection of periodicals in the library, and sets of certain periodicals for classroom use. Apportioning the budget to cover all of these items and selecting the indispensable items proved a challenging experience. In preparation, conferences were held with the supervisors of the secondary curriculum, the principals, faculty, and librarians, as far as they were assigned, early in the spring. Grades and courses to be offered were considered. The neighborhood of the school played its part in the selection of books.

The library book appropriation for new junior

or senior high schools is \$3,000 for the first year and \$2,000 for the second. After that, junior high schools with an average daily attendance under one thousand receive \$750 annually for library purposes. If the students number more than one thousand, \$0.75 is added for each pupil with a maximum of \$1,200 annually. Each high school with less than five hundred average daily attendance receives \$700 annually. Each high school with more than an average daily attendance of five hundred receives \$1,000. With a daily attendance of more than fifteen hundred, they receive \$0.75 per pupil, with a maximum of \$1,800.

In the new schools, the cost of supplementary sets for classroom use was based on average daily attendance and amounted to \$1.45 per pupil for both junior and senior high schools. Thirty dollars was spent for pamphlets for each junior high school and \$50 for each senior high school.

For the magazines in the library, 15 per cent of the normal appropriation was assigned. For the magazines in sets of five to twenty copies, to be used in the classroom, \$0.10 per average daily attendance was given.

The appropriation for authorized texts was not a part of the library budget. For the new junior high schools, it was \$6 per average daily attendance. The normal annual text appropriation for junior high schools after the school is established is \$1.25 per average daily attendance.

The appropriation for authorized texts for the new senior high schools was estimated at \$8 per average daily attendance. The annual normal text appropriation for senior high schools after the school is established is \$2 per average daily attendance.

In selecting books for the libraries, the first thousand dollars was distributed according to the accompanying table. This formed a basic collection of books needed in all of the schools. In the second thousand dollars, the difference of the individual schools were considered. Some have classes in Spanish, French or Latin, wood or metalwork, consumer education, cosmetology. Two are six-year high schools and must consider the demands of grades seven to twelve. One is in the foothills, far from a branch library, and a more diversified collection is needed. One is in the manufacturing district. The special needs of each school were considered also in the orders placed by the librarians in October after school had begun and the size of the various classes noted.

Distribution of Budget for Books in Junior High Schools

Subject	Allotment	Percentage
Reference	\$312.89	29
Social studies	250.25	23
Science	177.87	17
Recreational reading	115.75	11
English	69.61	06
Personality, vocations.....	36.00	03
Art	34.70	03
Physical education	27.15	03
Household arts	17.35	02
Music	18.14	02
Commercial	5.50	01
Total	\$1,065.21	100

Theoretical Budget for Books After Library Is Established

Subject	Percentage
English department (includes recreational reading)	20
Social studies	20
Science and mathematics	20
Other departments	20
Reference	10
General library fund	10
Total	100

The initial budget for the Susan M. Dorsey High School was approximately as follows:

Enrollment	1,240
Average daily attendance.....	1,100
Librarian's salary for 10 months.....	\$1,730
Library book fund	3,000
Supplementary sets for classrooms.....	1,695
Library periodicals	125
Magazine sets for classrooms.....	110
Pamphlets	50
Supplies included in general fund.....	...
Equipment	5,098
Total	\$11,808
Authorized texts	\$8,800
Textbooks clerks salary for 12 months	1,164
Total	9,964
Grand Total	\$21,772

Room and Equipment

The library rooms in the new schools vary in size according to the probable number of students as well as in plan and atmosphere. Only experience will show how well they are adapted to the needs of the readers.

The floor plan of the Susan M. Dorsey High School shows a library seating 132 students, with adjacent office, workroom, storeroom, receiving room, and faculty conference room, seating twenty. The student body at present numbers 1,240. The library suite is planned to fulfill the functions summarized by Lucile Fargo:

"To provide adequate and convenient housing for books and other graphic materials valuable in carrying out the educational and leisure-time program of the school.

"To provide for the comfort and convenience of individual readers while using library materials.

"To provide reasonable opportunities for group work involving the use of library materials.

"To furnish facilities for the necessary technical work of the library staff and for housing library records."

The atmosphere of the long narrow room is light and spirited. Windows extend the length of the east and west walls above the bookshelves. . . . The wall shelving is sufficient for 7,500 volumes and is planned to accommodate the library's expansion in the next few years. Each unit of wall shelving is 6 ft. 10 in. high, and contains seven shelves, all but the base shelf adjustable in height. Most of the shelving is eight inches deep. At one end of the room, it is ten inches deep to provide for the larger reference books. The radiators are placed below the windows and between the bookcases.

(Concluded on page 72)

The John Marshall Athletic Field at Richmond, Virginia

H. S. Ragland¹

The John Marshall High School in Richmond, Va., recently dedicated one of the most modern athletic fields in the South, thereby removing a serious handicap to the physical education of nearly three thousand students, including a crack cadet corps.

On account of its location in one of the oldest residential sections of the city, rapidly being replaced by business streets, it was necessary for the various athletic activities to be held at a great distance from the school. In addition, the cadet corps was compelled to drill in the surrounding streets, where traffic is increasing daily.

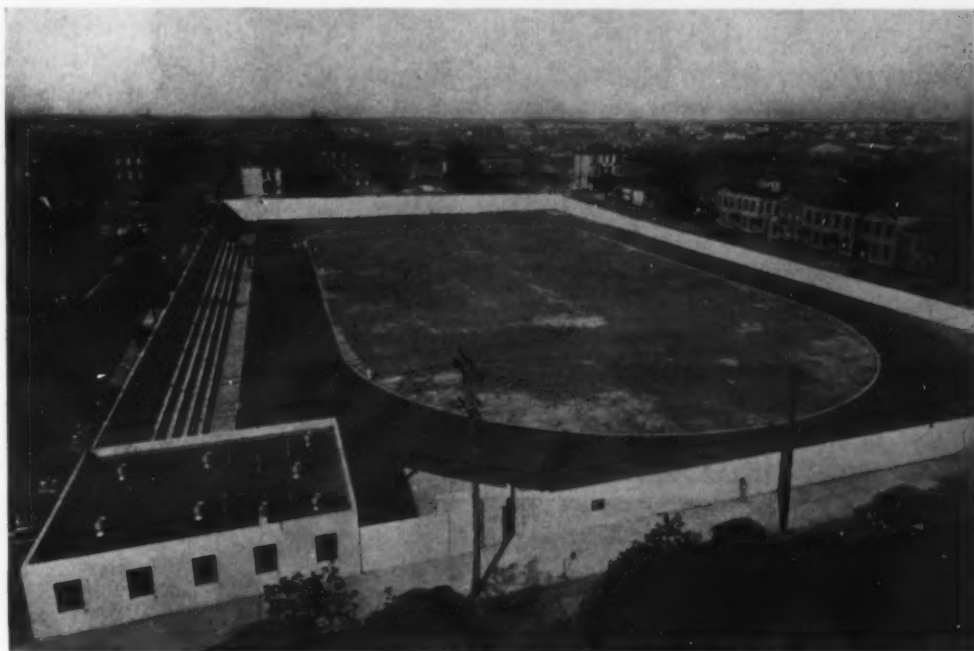
To remove this handicap, the school board purchased all property in a city block, approximately three acres, and immediately in the rear of the high school. Fifty or more buildings were sold and removed and the site cleared at a total expenditure of \$131,408.70. Work was begun under a WPA project on March 11, 1937, and with a supplementary project, the field was completed and turned over to the school board of the City of Richmond, on April 22, 1938. According to the sponsor's records, the field was constructed at a total cost of \$66,768.86, of which in material, labor, and equipment, the school board contributed \$31,744.80, or 48 per cent, and the Works Progress Administration \$35,024.06, or 52 per cent of the total.

The whole block was graded principally by cutting eight feet at one end and filling about eight feet in the middle, where there was a wide depression. A total of 15,140 cubic yards of excavation and backfill were required.

More than 2,300 feet of sewer lines and drain tiles, with catch basins, were installed for the drainage of the field. There were bought and hauled to the site 1,600 cubic yards of top soil to cover the basefield and make turf possible. The soil was heavily fertilized and seeded.

The cinder track is 30 feet wide, approximately one fifth of a mile long. It is 13 inches deep, built up of 341 tons of 5-inch coarse stone rolled, and 154 tons of 6-inch coarse cinders rolled, with a top 2 inches of cinders and clay, mixed in a proportion of approximately 80 per cent cinders and 20 per cent clay, and rolled. The track is confined and clearly marked by 4-inch concrete curbs, 13 inches deep. On the inside curb, surrounding the field proper, removable galvanized iron posts, 3 feet high, have been installed 12 feet 8 inches apart, with a chain running through the ring fittings on top of the posts, thereby forming a barricade to keep spectators off the football field.

The athletic field proper, 300 by 160 feet, is not only planned for football and general athletics, but also as a drill field for the cadet corps. The track was laid 30 feet wide so that the cadets might do a large part of their drilling thereon, thereby conserving the turf as much as possible. The cadets, however, will use the field for parades, inspections, and battalion formations. The wide track also pro-



An air view of the new athletic field at the John Marshall High School, Richmond, Virginia. The fieldhouse is in the foreground at the left. The permanent bleachers provide storage space for large collapsible bleachers of wood.—WPA Photo.

vides a place for these military activities when the field proper would be too wet as a result of rains or snows.

The second major construction detail was the erection of a 37 by 46 feet, reinforced-concrete field house equipped with shower baths and toilet rooms and 12 steel lockers. The building is electrically lighted and heated by five thermostatically controlled unit gas heaters. A large copper tank heated by a gas heater, also thermostatically controlled, supplies hot water for the showers.

Situated on the entire west side of the field are 6-tier, reinforced-concrete bleachers, 300 feet long, with a seating capacity of approximately 1,100. The space under the stands is used for the storage of equipment and of portable wood bleachers. These portable stands seat approximately 2,100 people and are erected on the east side of the field as needed during the football season to increase the seating capacity to approximately 3,200 persons.

Under the north end of the concrete stands, there has been provided an additional shelter room, adequately lighted. It is heated by gas, and equipped with seats and toilet facilities.

A cinder-track runway and pit for pole vaulting has been built in the northwest corner. At the north end of the field, a flag pole 35 feet high has been erected. Cinder-track runways and sand-and-sawdust filled pits for broad jumping and high jumping have been provided in the northeast and southeast corners. One of the pits is to be used by the football squads when practicing tackling.

Enclosing the completed field, 463 by 274 feet, is an 8-inch reinforced-concrete wall, varying in height from 8 to 15 feet. A gate

for delivery trucks and two gates for pedestrians have been provided. Adjacent to the main gate, near the field house, a concrete ticket booth has been built.

During the construction, athletic directors at several colleges supplied valuable information concerning the cinder track, etc. The architects, Carneal, Johnston and Wright, the City Department of Public Works and Public Utilities, the Building Inspector's Office, and the Police Department all co-operated wholeheartedly with the school board in building the field.

The WPA officials and representatives in all the Richmond WPA offices, especially the staff of the local field office, showed a great deal of interest to make the project a success. The WPA contributed a bronze tablet erected on the outside of the wall near the western gate. The inscription reads:

JOHN MARSHALL ATHLETIC FIELD

Built 1937 by the School Board of the City of Richmond and the Works Progress Administration. This Field is dedicated to the advancement of Physical Education.

In its nation-wide program for employment of able-bodied persons unable to find jobs in private industry, the Works Progress Administration has put its forces to work on more than 2,500 athletic fields. According to latest physical accomplishment reports assembled at Washington, D. C., WPA headquarters, 1,335 new athletic fields, embracing a total area of 7,213 acres, have been developed and equipped—the WPA bearing the labor costs and local sponsors supplying the funds for materials as well as the sites. Improvements to 1,234 existing athletic fields, embracing 9,702 acres, also have been made.

¹Superintendent of Buildings and Grounds, Richmond, Va.

THE AMERICAN School Board Journal

Edited by Wm. Geo. Bruce and Wm. C. Bruce

Superintendent Nominates— Board Accepts or Rejects

IN the official relations between a board of education and the superintendent there is, perhaps, none of more vital importance than that procedure whereby the one initiates all matters of a professional nature and the other exercises the power to accept or reject.

This procedure has stood the test of time so well and is now so generally accepted in the field of school administration that no one would seriously question its validity or soundness. But here and there arises a situation in which friction has broken out between the superintendent and the board. The charge usually made is that the superintendent has become a dictator who desires to reduce the members of the board of education to a series of rubber stamps. Sometimes, however, the charge is that the board members would reduce the superintendent to the level of a clerk by requiring him to do their bidding in all matters.

Both situations grow out of a misconception of the function of the one or the other. There is, for instance, the superintendent who believes that his recommendations for instructional innovations and his nominations for the teaching service must *always* be ratified and who resents any action to the contrary. There is also the school-board member who believes that he ought to be consulted personally in the matter of appointments before these are submitted for board action. He holds that in making his nomination the superintendent should reflect only the wishes of the board members.

In a New England city a member of a school committee recommended the dismissal of the superintendent because the latter refused to present to the committee teachers chosen by the members, whereas the law invests the superintendent with the duty of nomination. The true situation, says the local editor, "is that the members of the committee demand that the superintendent nominate or recommend teachers chosen by them; it is because the superintendent refuses to submit to the committee the names of applicants, letters, and qualifications of those seeking positions so that they may determine whether or not his preference is the proper one to vote upon."

Neither the superintendent nor the board member has any right to encroach on the prerogatives and the duties of each other. In all educational undertakings, the assumption must be that the superintendent is equipped in training and experience to make a professionally acceptable recommendation. That is his job. His recommendations must be backed by sufficient data presented to the board to enable the members to vote intelligently. That is their duty. The preliminary collection of data and the extended study of the underlying philosophy of a choice is within the province of the superintendent. But the superintendent who cannot so present the results of his study that he convinces the members of his board is failing in one of the first requisites of the superintendency.

Board members have a right to know any facts concerning the training, experience, and personality of teaching candidates which will enable them to accept a nomination. Should the superintendent's statement fail to convince, the members can say no to the nomination, and it becomes the superintendent's duty to find the next best candidate.

The logic here is that the board member should not step out of his own province into that of the professional superintendent. The latter cannot compel the board to accept his recommendation without enabling the board in turn to justify the final choice with the community at large.

Publication of School-Board Proceedings

WHILE the transactions of the modern board of education are recorded with reasonable completeness and accuracy no uniformity in publication has as yet been reached. In the larger and medium-sized cities the official proceedings are printed in pamphlet form while in many smaller centers of population they appear in the newspapers. In some of the midwest states the law compels such publication.

On the assumption that the public has the right to know exactly what the school administration is doing, the newspapers aim to supply the desired information. Here only matters likely to be considered of exceptional interest and importance are published. Thus the routine material is omitted.

The printed proceedings as projected by the city school systems are in the main concise and complete and in many instances are models in that kind of official literature. While most of these record merely the bare action taken, there are boards of education that also record the discussions entered into by the members. The Boston school committee is a conspicuous example of this method.

There is also a decided lack of uniformity as to form and time of issue. The publication of the official proceedings in the smaller cities is frequently characterized by delays which in part at least defeat their own purpose. A Michigan city, for instance, published the school-board proceeding of July 21, 1937, on June 13, 1938. Other cities publish the proceedings all the way from one to three months after their happening.

In order to carry out the intention of the lawmakers and render a printed record of service to the public, the proceedings ought to be published almost immediately after the meeting. Certainly the proceedings of one meeting should be ready for presentation either in manuscript or printed form at the next meeting.

The published proceedings of a board of education constitutes in the first instance a public-relations document and in the second a record which may prove of considerable legal import and value. They should in all instances be accurate and complete.

Newspaper Interviews on School Affairs

THERE are members of boards of education who can discuss current school-administration problems in an interesting fashion. They frequently provide good newspaper reading. The public is concerned in all that the schools are doing that is likely to affect the welfare of the children or the pocketbooks of the taxpayers.

The board member who allows himself to break into print on a pending controversial school topic is likely to get himself into trouble. If he escapes the hazard of being misquoted, he may nevertheless be reminded that no one member is authorized to speak for the entire board before it has itself spoken and acted.

The situation arose recently in a Kentucky town, where a board member expressed himself rather freely on pending school policies and projects. The group resented the idea of any one single member speaking for the whole board, more especially since the projects involved issues which had by no means been determined with any degree of unanimity. The member's discussion was challenged as unwise and premature.

A member of a school board can talk as an individual member, but he cannot absolve himself from responsibility to his fellow members for his statements, by pleading that his utterances were made as a private individual or as a citizen. A board member is an integral part of a public body established by law; he cannot divest himself of his public duties and responsibilities so long as he acts and speaks in public.

There are certain proprieties which obtain in all public deliberative bodies and which cannot be ignored. There are numerous circumstances which quite prohibit members from breaking into print or discussing policies and questions in public meetings. As a general rule, it is wise for board members to withhold their pronouncements until common agreement has been reached.

Why School Boards Decline to Explain Dismissals

SCHOOL administrative bodies frequently come in for severe criticism because they have not made public their reasons for dismissing employees from the school system. The public believes itself to be entitled to all the whys and wherefores when changes in the school personnel are engaged. The citizens pay for the schools and have the right to know what is going on within them or what the administrators are doing.

In Nantucket, Mass., recently the dropping of two teachers from the list of school employees created a hubbub. The citizens not only voiced a protest through the press but demanded a statement on the part of the school authorities for their action.

In reply to the demand the Nantucket school committee modestly and diplomatically submitted the following public statement: "The committee being but human, it is possible that its judgment may not always meet with the approbation of all members of the community, but the community may be certain that the committee's decisions have been arrived at only as the result of continuous study of conditions in the schools.

"It is obvious, of course, that the committee cannot make public the reasons which have guided it in reaching its decisions. Any committee in dealing with the employment of human beings must be permitted to deliberate its judgments in private, otherwise it would be impossible to discuss impartially the merits and aptitudes of individuals."

The inference must be that the school committee acted in the interest of the school system and that silence on the reasons for the dismissals is in the interest of those dismissed rather than to cover up an unwarranted act.

Citizens who rise in protest over a school-board action do not always realize that they may harm rather than help the dismissed teacher. The assumption must be that the school authorities had cause for the action taken and that a public statement of the reasons underlying the action may cause even greater humiliation and distress. It may prevent the teacher from finding a position elsewhere.

It may be admitted that minor misunderstandings may lead to serious controversy and finally to a dismissal, and that justice does not govern every dismissal, but it is also reasonable to hold that no school official finds it pleasant to make changes in personnel. In fact the most unpleasant duty of the modern school administrator is to keep the system free from incompetents. And in the performance of that duty he must be firm and fearless.

School-Board Fuel Contracts

IN A number of instances in several sections of the country charges have appeared in the public press that contracts made for the year's coal supply by local school boards have been grossly violated. Usually these charges have been to the effect that the coal dealer has short weighted his product, and that school systems have paid thousands of dollars for something they did not receive.

A contract for the purchase of coal not only involves the closely related matters of price and quality but also of honest weight. In the small school systems it may not be practical to follow the practice of the large cities and make a chemical test of all deliveries in order to establish the heat-unit content of the coal, but there seems to be no possible reason why every load of coal should not be weighed and inspected for excess moisture before it is placed in the school bunkers.

The system of letting coal contracts to the lowest bidder undoubtedly explains why the dealer whose bid was too low to permit of a profit has sought to make up for losses by adjusting his scales and defrauding the purchaser. The fact that the charge of short weights in the delivery of coal comes from several sections of the country at about the same time would lead to the belief that not all coal dealers are honest and that some at least will bear watching.

On the other hand, it has been disclosed in several cases that the custodial employees have been careless in supervising the deliveries of coal, and that checks were not made as they should have been. It is not unreasonable to hold janitors and engineers responsible for all coal receipts, and to make dismissal the penalty for neglect or collusion.

WHEN in the formation of city boards of education the change from ward and district representation to representation at large was inaugurated, a great forward step was entered upon. Only too frequently ward representation split a school system into ward units with the spectacle of rivalry between the several representatives and with a consequent handicap or injury to the school system.

The representation-at-large plan tends to unify the school system into one complete whole and to secure equal consideration for all sections of the community. If the plan has found reasonable acceptance throughout the cities of the United States, it is because ward and district representation have demonstrated their weakness. No experienced school administrator would think of going back to the old plan.

The N. E. A. in New York

The 76th annual convention of the National Education Association, held June 26 to 30, was marked by a variety of features such as New York City alone can provide. The main convention topic, education's responsibility for world citizenship, proved to be rather unusual; the speakers' list was headed by no less a personage than the President of the United States; the delegates had an opportunity to see America's largest city in one of its rare hospitable moods; a variety of committee reports on highly debatable educational topics and on important phases of professional advancement enlivened the business sessions; finally widely scattered meeting places of excellent quality, immense educational pageants and demonstrations together with radio broadcasts and school exhibits, some untoward national publicity, and three days of rain kept the more than 12,000 members exceedingly busy, interested, and even worried.

The Program

The conventions of the National Education Association put all other professional conventions to shame in the variety and length of programs. At New York some 125 meetings, with more than 700 speakers, discussed every phase of education and teacher welfare, except perhaps finance, law, and religious education. In interest the relations of the Association to the American Legion shared the attention of the members with the general topic of world citizenship, and with such topics as the youth problem, federal aid, teachers' organization, teacher welfare.

In the discussion of world citizenship, various shades of opinion came to light. Some of the strongest advocates of democracy as the ideal of world citizenship could not refrain from expressing themselves on the successes of communism. The need of world peace proved to be the one aspect of the subject that received complete approval. Said President Caroline S. Woodruff in her address:

In selecting for the theme of this convention "The Responsibility of the Schools in Building World Citizenship" we recognize that it is the business of education to deal with those human attributes from which war springs. It is the province of the schools to temper these human emotions with intelligence, to inculcate a spirit of tolerance, to lay a basis for appreciation of the rights and of the achievements of all peoples. It is the mightiest privilege of the schools to educate its children for peace through an understanding of human relationships. This teaching must begin with the little children in their relations with one another in their play and their work together in the schoolroom.

World citizenship does not imply an impractical idealism nor does it mean docile submissiveness, neither does it countenance for a moment indifference to the interests of one's own country. On the other hand a desire for permanent peace between nations is the soundest kind of patriotism. Freedom from war makes possible that co-operation necessary to achieve a more abundant life for one's own people and for all other peoples of the world.

Peace means opportunity to satisfy man's material wants, to devote time and energy in the advancement of human culture, of spiritual welfare and it means opportunity to worship God as each human being may choose. All this may be acquired with a practice of world citizenship. Constructive peace is more than an opportunity, it is an obligation upon every individual to serve

the ends of human existence. And it is the province of the teacher to impress that obligation upon children and upon youth, and to prepare them for co-operating in that service with other youth, the youth of all lands.

In discussing "The Security for the Young Child in the Modern World" on Monday afternoon, Miss Patty Smith Hill of Iowa City, Iowa, observed:

Those who study children through long periods of time can but be impressed with the sense of security, the rest, confidence, or faith which children develop through constant contacts with adults who make no misstatements of facts or events—those whose promises are invariably kept. Promises made to children should be as binding as contracts in adult society, as sacred as the covenants in Old Testament history. However, it must never be forgotten that a sense of security springs from within, as well as from environmental influences. Self-confidence—feeling one's own ability to master a situation, must be persistently cultivated from infancy, even in the smallest affairs of life. While conceit and overconfidence in one's own ability is a detestable trait, sometimes culminating in failure, its frequency is comparatively rare compared with the widespread tendency to self-depreciation with its inhibiting effects. To give help when with encouragement self-help is equal to the task cripples that confidence in self required for success through life.

Art and Music

The discussion of world citizenship brought to the foreground a series of discussions of the influence of recreation, music, etc. Dr. James R. Angell spoke on "Education by Radio." At another meeting, Dr. Thomas Munro discussed Art and Mr. Will Earheart urged Music as influences in world citizenship. Dr. Geo. Hjelte of Los Angeles in urging the "Part of Leisure in World Citizenship" said that

Recreation, in the broad sense in which I have considered it, is one of the greatest social and educational forces yet available to man. We have only begun to realize its potentialities. The sudden emergency of universal leisure found us ill prepared to use it well. In a world preoccupied with the necessity for material advancement, recreation was relatively unimportant. It was either the means for relaxation from arduous work or the frivolous play of the idle class immune from work. Now it is coming to have a new and dynamic meaning. It may be made the source of cultural salvation and regeneration. It is the activity of life in which we may live creatively.

National Aid

In speaking on "The Viewpoint of a School Teacher from Capitol Hill," Congressman Noah Mason of Illinois concluded:

I have studied the report of the President's Advisory Committee on Education. I have gone over very carefully the provisions of the Harrison-Thomas-Fletcher Bill. Neither in the report nor in the bill can I find what the opponents of the program claim is to be found there, namely:

a) Dangerous precedents that would be established, tending to centralize control over education.

b) A violation of Constitutional provisions concerning the relationship between government and religion.

However, I do find that the report and the bill recognize present-day actualities that exist in the various states, and accepts those actualities. Personally I see nothing dangerous in facing facts as they exist. It seems to me to be the sensible thing to do. It would be rather unfortunate if

differences of opinion over the provisions of the bill among long-standing advocates of federal aid for education should result in the continued denial of an educational opportunity to millions of American school children. The sensible thing to do, in my opinion, is for all of us to give united support to the program of providing federal aid for education. At the same time we should try to present convincing arguments for amendments to the proposed bill before the proper Committees in Congress. I am sure the members of Congress, interested in a program to provide federal aid for education, would welcome constructive criticism of the provisions of the bill from educational spokesmen.

In urging the place of sound pictures in education Dr. Edgar Dale of Ohio State University observed:

But can we afford this new educational device, many of you are thinking. How can we pay for such equipment and films? As a matter of fact, we are already paying for it, in part, by continuing an ineffective educational program which does not achieve the objectives set up for it. Nevertheless, we usually can find money to pay for those things which are valuable. Two years ago there were only forty 16-mm. sound projectors in the State of Ohio. Today there are more than 300. The same story can be told for Pennsylvania, for Illinois, North Carolina, and many other states. Tax funds are used in some cases, money-making projects in the schools for others. The showing of entertainment films in the school is another source of income. We can afford it. Indeed, impoverished Germany today far exceeds the United States in the percentage of schools which have projectors. Nearly one school in two in Germany has a motion-picture projector. Probably not more than one in ten in the United States owns a projector.

I have one specific suggestion at this point. If we could get along with one less sixty-million-dollar battleship, we could do the following things with the money. We could put a high quality 16-mm. sound projector into 200,000 different schools. We could produce 1,000 different film subjects. We could distribute 500,000 prints of these films to the schools of the country.

Gifted Children

Equal opportunity for children at the Thursday meeting brought forward a series of discussions of the education of underprivileged and gifted children. In speaking of the latter group, Dr. Benj. B. Greenburg, New York City urged:

My interpretation of history leads me to believe that the citizens of this country have always been led in their upward march by distinctive men and women. Surely, the present age calls for leadership second to no period of human endeavor.

Qualified leadership proceeds from gifted children and youth who are adequately trained. They are the children whose superior endowments, whose training in the schools, in the home, and in the community for efficient and effective citizenship are the standard hope of men. The intellectually gifted children are society's potential investment and humanity's best contribution to the advance of mankind. They are the future scientists, philosophers, religious leaders, mathematicians, literary interpreters of the world, the thinkers in the field of government, economy, and sociology, the future "brain trusters," if you will.

By virtue of their ability to have long-range vision, to look away back in the past, and especially, to look ahead into the future, and, as an outcome of a program of education which develops insight into complex situations, these are the children who may make the hoped-for suggestions to help provide economic, social, and political security.

A bit of sharp criticism of administrators enlivened the address of Prof. Robert X.

(Concluded on page 56)

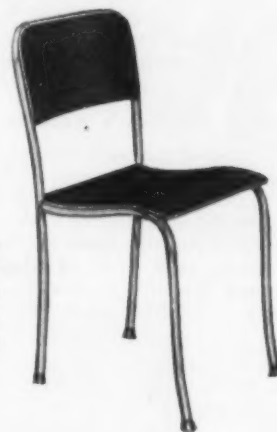
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MODERN SEATING THAT'S MORE PRACTICAL AND ECONOMICAL

THE N.E.A. IN NEW YORK

(Concluded from page 54)

Speer of New York University in his paper before the Kindergarten-Primary Section:

I am getting a little tired of the literature which constantly describes the job of administrators and supervisors to be to improve teachers in service. This concept of administration—to improve teachers in service—grew up in the old days when teachers might be certified with little or no professional training. Teachers generally are as competent now as supervisors were years ago. Due to the nature of the selection of administrators, we are often more competent in the strictly educational aspects. Too often, we have in position of control what I call "brick-and-mortar" administrators. They have been trained to know the proper width of corridors, the height of a tread of a step, the square footage of ground space for certain population schools. They are so busy with the strictly physical aspects—their budgets, their school plants—that they have often become quite divorced from the inside classroom and truly educational aspects. Men administrators are, I believe, more susceptible to this divorce. Supervisors are quite often engaged because of their warm-palmed handshaking and story-telling proclivities. Administrators and supervisors are sometimes carbuncles on the pathway to educational progress. The time has come, in a great many school communities, when we must seriously consider the problem of how, as teachers, we may improve administrators and supervisors in their educational understanding and service.

The President's Address

The high point of the week was, of course, the address of President Roosevelt on Thursday afternoon. Introduced by the First Lady, Mr. Roosevelt told the educators that the mission of America is to carry the torch of free thought and free learning in a world in which dictators have dampened the fires of freedom. In taking up the problem of federal aid the President said:

No government can create the human touch, the self-sacrifice which the individual teacher gives to the process of education. But what government can do is to provide financial support and to protect from interference the freedom to learn.

No one wants the Federal Government to subsidize education any more than is absolutely necessary. It has been, and, I take it, it will continue to be, the traditional policy of the United States to leave the actual management of schools and their curriculum to state and local control.

But we know that in many places local government unfortunately cannot adequately finance either the freedom or the facilities to learn. And there the Federal Government can properly supplement local resources.

Here is where the whole problem of education ties in definitely with the natural resources of the country and the economic picture of the individual community or state.

We all know that the best schools are, in most cases, located in those communities which can afford to spend the most money on them, the most money for adequate teachers' salaries, for modern buildings and for modern equipment of all kinds. We know, too, that the weakest educational link in the system lies in those communities which have the lowest taxable values, and, therefore, the smallest per-capita tax receipts, and, therefore, the lowest teachers' salaries and the most inadequate buildings and equipment.

We do not blame these latter communities. They want better educational facilities, but simply have not enough money to pay the cost.

Differences in Education

There is probably a wider divergence today in the standard of education between the richest communities and the poorest communities than there was 100 years ago; and it is, therefore, our immediate task to seek to close that gap, not to close it in any way by decreasing the facilities of the richer communities, but by extending aid to those less fortunate.

We all know that, if we do not close this gap, it will continue to widen, for the best brains in the poorer communities will either have no chance to develop or will migrate to those places where their ability will stand a better chance.

To continue that parallel between natural and human

resources, it is well to remember that our poorest communities exist where the land is most greatly eroded, where farming does not pay, where industries have moved out, where flood and drought have done their work, where transportation facilities are of the poorest and where cheap electricity is unavailable for the home.

All of this leads me to ask you not to demand that the Federal Government provide financial assistance to all communities. Our aid for many reasons, financial and otherwise, must be confined to lifting the level at the bottom rather than to giving assistance at the top.

Today we cannot do both, and we must therefore confine ourselves to the greater need.

The New Officers

The annual election of officers brought forward three candidates for the presidency: Dr. Reuben T. Shaw, head of the science department of the Northeast High School, Philadelphia; Supt. William H. Holmes, Mt. Vernon, N. Y.; Secretary Charles O. Williams, Indiana State Teachers' Association, Indianapolis, Ind.

Dr. Shaw was elected after a good-natured contest. Other officers elected include the vice-presidents Supt. Andrew Avery, Bainbridge, Ga.; Supt. M. E. Brockman, Chester, S. C.; Pres. Everett R. Erickson, of the University of Alaska; Supt. H. W. Holmes, Marshall, Mich.; Supt. R. L. Hunt, Madison, S. Dak.; Mrs. Laurel O. Knezevich, Los Angeles, Calif.; Daisy Lord, Waterbury, Conn.; Lester A. Rodes, South River, N. J.; B. C. B. Tighe, Fargo, N. Dak.; Supt. Paul Thurston, Overton, Nev.; and N. Eliot Willis, Winthrop, Mass. Mrs. Myrtle H. Dahl was elected president of the Department of Classroom Teachers, and Mr. R. E. Offenauer was re-elected treasurer of the association.

The Legion Incident

On June 28, the newspapers of the larger cities throughout the country contained a news report to the effect that the American Legion was denounced as Fascist and unpatriotic in a 280-page survey of the veterans' organization published by Teachers College of Columbia University. In the *Chicago Tribune* it was stated that "the monograph referred to has been prepared by Prof. William Gellermann of Northwestern University for the annual convention of the National Education Association. Dr. Gellermann assailed the role played by the Legion in the educational, economic, and political life of the nation and called on school officials to cease pandering to it. Columbia University awarded the Northwestern faculty member a doctor of philosophy degree on the basis of his study."

The publication of the news article aroused the Association officers to the point that Secretary Givens disowned all responsibility for the incident. National Commander Daniel J. Doherty was given an opportunity to address the Association and to reaffirm the harmonious relations which have existed between the Legion and the N.E.A. A resolution was finally adopted by the Executive Committee authorizing the appointment of a committee to confer with the Legion and other service organizations to enlist aid in behalf of federal aid to education.

Radio Broadcasts

"Skylines" a pageant of the educational service of the New York City schools brought a huge audience of educators to the Brooklyn Technical High School. Similarly large groups were attracted to the educational broadcasts directed by Mr. Belmont Farley at the Columbia Station, and by Mr. H. V. Kaltenborn at the National Broadcasting Company.

The city of San Francisco received the preferential vote of the board of directors for the 1939 convention. Chicago was the second choice.

More than 125 commercial exhibits of books, educational services, supplies and equipment were held in the mezzanine floor of the Pennsylvania Hotel. The huge exhibit of New York City schools in the Port Authorities Building attracted large crowds.

Committee and Officers' Reports

The committee reports emphasized strongly

tenure and the economic status of teachers. The Association reaffirmed the previous stand on academic freedom, salaries, and co-operation with outside agencies. Secretary H. C. Givens reported that 32 states had increased their total membership in the Association which now numbers 196,000.

The Resolutions

The Association adopted fifteen resolutions of which the following are the more important:

1. *Federal Aid for Education.* The National Education Association recommends increased federal participation in the support of public education without federal control of educational policies.

2. *Tax Education.* The National Education Association condemns any campaign of propaganda for indiscriminate reduction of taxation without regard to social needs. The Association urges its officers, members, and affiliated organizations to carry on a systematic, intensive program for public enlightenment.

3. *Tax Limitation.* The National Education Association places itself on record as opposed to measures designed to place a constitutional limit on taxation within the various states, unless additional revenues are provided to insure efficient and complete systems of public education.

4. *Teaching Without Pay.* Teachers should not be called upon to teach without pay in any so-called emergency where the public has the ability to provide additional funds for school support and fails to do so. The National Education Association believes that such practice retards the solution of the basic problem of adequate support for public schools.

5. *Teacher Certification, Supply, and Demand.* The National Education Association urges the continued study of the problems of teacher certification and of adjusting the supply of adequately trained teachers to the demand for teachers.

6. *Teacher Tenure.* The National Education Association reaffirms its stand in full support of tenure for teachers as a means of insuring to the children of the land the best possible instruction.

7. *Oaths.* The National Education Association again affirms its opposition to any requirement that members of the teaching profession take discriminatory oaths.

8. *Credit Unions.* The National Education Association approves the work that is being done in developing, perfecting, and extending the organization of teacher credit unions and recommends that an educational and informational program on the work of credit unions be carried on by the National Education Association.

9. *Guidance Program for Youth.* The National Education Association recognizing the serious problems confronting youth through unemployment, social maladjustment, unequal educational opportunities, and financial stress recommends that the Federal Government and all organizations concerned with youth problems co-operate with the United States Office of Education and the Departments of Education in the several states in a concerted effort toward improved service to youth.

10. *International Good Will.* This Association urges all teachers to continue to promote international good will. Toward this end the officers are directed during the ensuing school year to undertake a more active program than heretofore through the National Education Association Committee on International Relations and in co-operation with the World Federation of Education Associations.

11. *Educational Publicity.* This Association favors the largest possible budget for the Association's public relations activities in order that it may (a) expand its present service through the radio, the press, lay organizations, and other agencies, and (b) make available to state and local associations and school officials expert advice on publicity.

The Association extended its thanks to the officials of the city of New York, to the school authorities, and to the various radio-broadcasting systems.

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LifeGuards replace the conventional inner tube inside your tires. Replace them with a reserve "inner tire" that retains enough air *after a blowout* to carry the bus to a safe, normal stop under perfect control.

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ACCIDENTS



The Goodyear LifeGuard consists of a reserve inner tire inside a regular tube, both inflated by the same valve. When the casing blows out, this inner tire retains enough air to support the bus without lurch or sway until it can be slowed down to a safe normal stop.

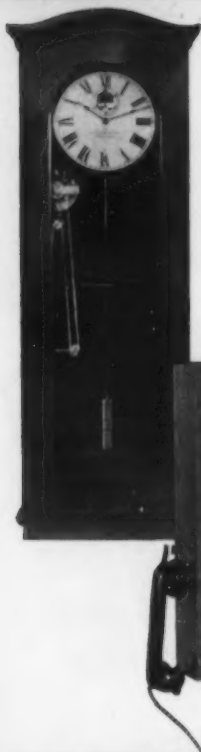
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STANDARD MAKES EVERY MINUTE COUNT

School Law

RECENT COURT DECISIONS ON SCHOOL LAW

A case decided in Kentucky (*Commonwealth ex rel. Meredith v. Norfleet*) was to the effect that members of boards of education who have not completed an eighth-grade education are ineligible to office. Another Kentucky case brought out the fact that a member of a board of education who at the time of his election was interested in the sale of supplies and services to the school district was disqualified from holding the office.¹

A court in Georgia decided that where a school district had no authority to execute notes without a resolution conforming to the statutory requirements, renewals of notes which were issued without a resolution were without binding force, and imposed no obligation on the part of the school district to make known an intention not to make payment thereon in order that limitations should commence to run.²

In a case determined in a Kentucky court recently it was held that the board of education which made budget expenditures year to year which continually exceeded the amount of its revenues, during the years when the assessed valuation of the county's taxable property was constantly decreasing and tax delinquencies were increasing did not keep its expenditures within an amount which it could have reasonably anticipated would be realized as the revenue income of the year, as required for the validation of the proposed bonds for the purpose of refunding the floating indebtedness of the board.³

¹*Whittaker v. Commonwealth ex rel. Attorney General*, 115 Southwestern Reporter 2d 355, 272 Ky. 794.

²*Jasper School Dist. v. Gormley*, 196 Southeastern Reporter 232, Ga.

A Nebraska court has decided that landowners are not entitled to have a school-district levy reduced merely because it exceeds the school-district levy in other and adjoining districts.⁴

A California court has recently held that a permanent high-school teacher, who was physically incapacitated as a result of a defect in her hearing, was properly retired when her incapacity occurred, and she was not entitled to be paid to the end of the current year, notwithstanding that her retirement did not affect her dismissal until the end of the current year.⁵

SCHOOL LAW

♦ The Supreme Court of Georgia has ruled that only county boards of education have the authority to employ teachers and sign contracts. The issue came up where employment of teaching service was made by a superintendent without the approval of the board. Local trustees may make recommendations and fix salaries, but the selection of teachers is solely within the province of the county board of education.

♦ A bill providing for a state board of education has been defeated by the state legislature of Illinois. The bill was supported by Governor Horner who declared that "unhappily, the school children are the chief victims of this action." The opponents to the measure contended that it was designed to place the control of the schools in the hands of the governor.

♦ On the school grounds at Central Falls, R. I., a boy fell out of a tree and injured his leg. The parents filed a claim for medical service with the school committee. The state director, James F. Rockett, has informed the board that since

no neglect can be shown the school district is not liable.

♦ Amish and Mennonite farmers of East Lampeter (Smoketown) Township, Lancaster County, Pa., have lost their federal court fight to save the township's eleven little red schoolhouses for their children. A \$125,000 modern consolidated building was erected with PWA funds in 1937 over their protests.

Judge Joseph Buffington, in the federal Circuit Court of Appeals at Philadelphia has now rendered a decision holding the federal courts have no jurisdiction over local school board's policies. The higher court thus overruled an injunction restraining completion of the consolidated school of Smoketown.

♦ The Baltimore County law requiring the county board of education to provide public transportation to students attending nonstate-aided schools, including parochial schools, has been upheld in a 5-3 decision of the Maryland Court of Appeals at Annapolis.

The law, passed in 1937, provides that private-school pupils be given transportation on busses running to public schools, without changing the route of the busses. It also provides that the board may spend \$15,000 annually to pay costs of transportation or for the establishment of new bus lines.

The question of the law's constitutionality came before the Court of Appeals from the Baltimore County Circuit Court, which had issued a writ requiring the County Board of Education to transport a pupil in Towson, Md.

♦ At Long Beach, Calif., a legal opinion recently rendered was to the effect that there is no liability on a school district where a pupil is injured while being transported by a person who is not an employee of the district or under contract to furnish such transportation. The liability here attaches to the person and not the school district. Nor is the district liable for negligence on the part of the parents in transporting the children to and from school.

³*Fiscal Court of Lincoln County v. Lincoln County Board of Education*, 115 Southwestern Reporter 2d 891, Ky.

⁴*Greenamyre v. Thurston County*, 279 Northwestern Reporter 184, Nebr.

⁵*Tilton v. Board of Education of Pomona City High School District*, 79 Pacific Reporter 2d, 474, Calif. App.

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VITALIZE LESSONS WITH BLACKBOARD AND CHALK

NEWS OF SUPERINTENDENTS

● MAURICE STAPLEY, of Calumet City, Ill., has been appointed superintendent of the Corydon, Ind., schools, to succeed J. C. Rice, who has become principal of the Martinsville, Ind., High School.

● JOHN H. GOTSCHALL has been elected superintendent of schools at East Bridgewater, Mass.

● ERNEST P. CARR, superintendent of schools at Marlboro, Mass., announced his resignation after 25 years of service following the appointment of a teacher by the school committee contrary to the recommendation submitted by him. He declared that he was tired serving as an errand boy for the committee. The appointment of the teacher he described as a matter of "family trading and politics."

● The board of education at Iron River, Mich., has appointed Miss PEARL WINDSOR, a teacher for the past 20 years, superintendent of the Iron River Township school system. She succeeds M. L. McCoy, who resigned to become superintendent at Big Rapids. Miss Windsor is the only woman school superintendent in the Upper Peninsula. She is a graduate of the University of Michigan.

● JOHN G. HANSEN, of Superior, Nebr., has succeeded the late A. H. Waterhouse as superintendent of schools for Fremont, Nebr.

● GEORGE G. MALCOLM, superintendent of Sault Ste. Marie, Mich., schools, was rehired by the board of education as superintendent, making it the twenty-third successive time he has been re-employed.

● HERBERT SPENCER JONES has been named by the Gary, Ind., school board to succeed the late William A. Wirt, who as superintendent of schools, founded the famed "work-play-study" education system. Mr. Jones who has been acting superintendent since April has received a three-year contract with a salary range of \$6,000 the first year to \$6,500 the third.

● MR. REED GRONINGER, of Attica, Ind., has been elected superintendent of schools at Logansport, to succeed W. L. Sprouse.

● SUPT. E. C. HENSEN, of Uby, Mich., has been re-elected for a two-year term.

● SUPT. W. R. ZINN, of Oxford, Mich., has been re-elected for another year.

● MR. U. E. DIENER, of Van Wert, Ohio, has been elected superintendent of schools at Fremont.

● SUPT. ARTHUR W. SPRING, of Van Dyke, Mich., has been re-elected for a two-year term.

● W. J. YOUNT, superintendent of schools at Bedford, Ind., died in an Indianapolis hospital on July 4.

● HARRY C. SMITH has been elected superintendent of schools at Sandusky, Mich.

● MR. M. L. MCCOY, of Iron River, Mich., has been elected superintendent of schools at Big Rapids.

● SUPT. J. A. SCOGGIN, of Rockmart, Ga., has been re-elected for a twelfth year.

● MR. S. L. JOHNSTON, of Bellingham, Minn., has been elected superintendent of schools at Atwater. He succeeds H. D. Jensen.

● SUPT. E. C. HENSEN, of Uby, Mich., has been re-elected for a two-year term.

● MR. W. H. LEMMEL has entered upon his duties as superintendent of schools at Highland Park, Mich. He was formerly at Quincy, Ill.

● SUPT. ROGER W. ZINN, of Oxford, Mich., has been re-elected for another year.

● MR. FRED POORE, of Poole, Ky., has been elected superintendent of schools at Seabee. He succeeds W. C. Shattles.

● MR. O. W. PATTERSON, of Wakefield, Mich., has accepted the superintendency at Elgin, Ill.

● MR. E. E. GLOEGE, of Herreid, S. Dak., has accepted the superintendency at Streeter, N. Dak.

● MR. ROBERT H. NORMAN, of Wahkon, Minn., has been elected superintendent of schools at Okabena.

● MR. ROY RASMUSSEN, of Shelby, Mich., has been elected superintendent of schools at Mears.

● MR. MAURICE STAPLEY of Calumet City, Ill., has been elected superintendent of schools at Corydon, Ind. He succeeds J. C. Rice.

● MR. K. C. RAY, of Athens, Ohio, has been elected superintendent of schools at Zanesville. He succeeds C. T. Prose.

● MR. R. W. ANDERSON, of Mt. Vernon, Mo., has been elected superintendent of schools at Neosha. He succeeds L. O. Little, who has gone to North Kansas City.

● MR. FRED KRAMLICH, of Colfax, Wash., has been elected superintendent of schools at Connell.

● MR. JOHN L. PONDER, of West Memphis, Ark., has been elected superintendent of schools at Brinkley.

● MR. FRANK S. ALBRIGHT has been elected superintendent of schools at Leland, Ill. He succeeds W. E. McCleery.

● MR. JOHN VOGT, of Mayville, Mich., has been elected superintendent of schools at Fostoria. He succeeds Wilford Jensen.

● MR. GEORGE C. FRANCIS, of Chelsea, Mass., has been elected superintendent of schools at Fitchburg. He succeeds Jerome Burt, who resigned on June 1.

● MR. RAYMOND N. BROWN has been elected superintendent of schools at Meriden, Conn., for a three-year term, at a salary of \$5,000.

● MR. J. IRVIN HUDDLESTON has been elected superintendent of schools at Burgin, Ky. He succeeds Lewis A. Piper.

● DR. E. R. VAN KLEECK, formerly superintendent of schools at Norwich, N. Y., has been elected to a similar position at Groose Pointe, Mich. He succeeds Dr. Samuel M. Brownell.

● MR. GILBERT R. LYON, formerly head of the schools at Smithtown, L. I., N. Y., has been elected superintendent at Norwich. He succeeds Dr. E. R. Van Kleeck.

● The school board of Centralia, Wash., has renewed for two years the contract of SUPT. PAUL FERGUSON.

● MR. ELMER S. STUTZ, of Berrydale, Oreg., has been elected by the Brownsville school board as superintendent of the Brownsville schools, replacing Robert Tolvestad, who has accepted a position in the Portland schools.

● MR. J. W. HARBISON, formerly principal of the Cannon high school at Kannapolis, N. C., has accepted the position of superintendent of schools in Pinehurst, N. C.

● MR. C. R. JOHNSON, of Moxholm, Iowa, has become superintendent of schools at Stuart.

● SUPT. G. M. LUDWIG, of Tiffin, Ohio, has been re-elected for another term.

● MR. CALVIN V. ERDLEY, of Hanover, Pa., has been named superintendent of schools at Lewistown.

● MR. CLYDE CUNNINGHAM, of Boswell, Ind., has accepted the superintendency at Attica.

● MR. EDWIN HULCE, of Chelsea, Mich., has been elected superintendent of schools at Pinckney.

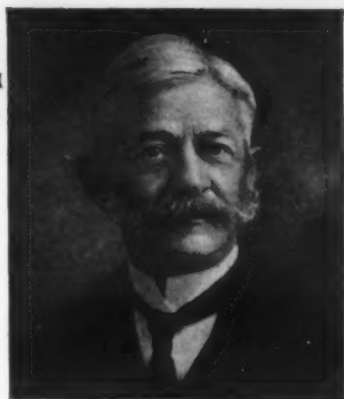
● MR. R. V. LINDSEY, of Pekin, Ill., has accepted the superintendency at Galesburg.

● MR. E. A. HOWTON, of Dawson Springs, Ky., has been elected superintendent of schools at Heath.

● MR. W. H. LEMMEL, of Quincy, Ill., has assumed the superintendency of schools at Highland Park, Mich.

● DR. ROBERT O. EVANS has succeeded Supt. W. H. Lemmel at Quincy, Ill.

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School Building News

SCHOOL-BUILDING NEEDS IN THE UNITED STATES

A report on a study of school-building construction and building needs, (Bulletin No. 35, 1937) prepared by Miss Alice Barrows, senior specialist in school-building problems for the U. S. Office of Education, is of interest not only to school superintendents and educators generally, but to those interested in long-range planning for community needs.

The study was made at the request of school-building experts from all parts of the country who urged the need of detailed data by cities as well as by counties and states, as to the types of schools for which buildings had been constructed during the past three years, the kinds of facilities provided in them, and the costs for the different types.

Miss Barrows has found that from December, 1933 to December, 1936, the PWA allotted \$244,976,114 in grants and loans for public-school buildings, the total estimated cost of which is \$469,005,001. In other words, the PWA during those three years, allotted \$81,658,703 per year in grants and loans for school-building construction, thus helping to make available \$156,335,033 per year for school-building construction.

PWA loans and grants for school buildings, helpful as they were, did not begin to restore appropriations for school buildings to the predepression level which, in turn, was not sufficient to make up for the effects of the war on school-building construction. The average yearly enrollment had increased from 20,484,325 in the war period to 26,129,216 during the period from 1930 to 1934. This was an increase of 27.5 per cent in average yearly enrollment during the period when capital outlay reached the low figure of \$2.24 per pupil.

Of the 612 cities replying to the questionnaire, 246, or 40.2 per cent, had constructed school buildings with PWA aid, and 366 cities, or 59.8 per cent of those replying had not constructed school buildings with PWA aid.

On the basis of replies to the questionnaire, the total estimated cost of needed school-building construction in January, 1937, for the 173 cities which had used PWA funds was \$371,045,722, and for the 210 cities which had not built with the aid of PWA the estimated cost was \$125,700,000. This made a total estimated cost of \$496,745,722 for school-building construction in January, 1937, in 383 cities of 10,000 population and over to provide adequate school accommodations for the children in those cities.

A total of 20 states reporting relative to the cost of school-building construction with PWA aid in places under 10,000 population, estimated that the total cost of school-building construction with PWA aid, during the period from September, 1933, to December 1, 1936, was \$145,234,288. The total amount of PWA allotments was \$79,355,933, of which \$55,420,091 were in grants and \$23,935,842 in loans. Seven states estimated that \$220,000,000 was needed for school-building construction in places under 10,000 population.

Miss Barrows offers the following additional conclusions:

"School housing is vitally important from an educational and social, as well as from a constructional, standpoint. A school-building program can be the lever by means of which a school system may be reorganized along modern, progressive lines.

"1. Thousands of school children are still housed in one-room schools. There are 132,000 one-room schools in the United States. A school-building program makes possible the elimination of these small schools and the reorganization of many small schools into larger administrative units.

"2. If the children of today in elementary and high schools are to be equipped to meet the con-

ditions of modern life and deal with them intelligently, it is necessary for the school to provide the facilities needed for a modern curriculum, i.e., science laboratories, libraries, art rooms, music rooms, commercial rooms, gymnasiums, auditoriums, etc. The average school building of 30 years ago did not have these facilities. Yet the present study revealed that over 39 per cent of the school buildings in 506 cities of 10,000 population and over are more than 30 years old.

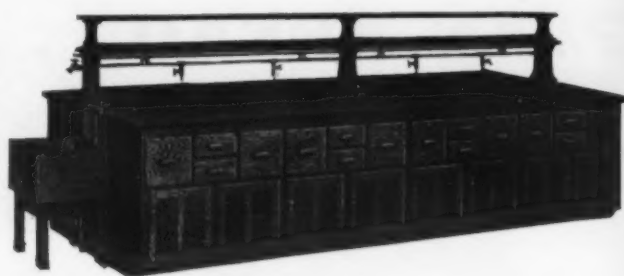
"3. The school must now provide not only for children in elementary and high schools but also for the thousands of boys and girls of 18 to 21 years of age who are neither in colleges or universities nor at work. Technological changes in industry are going to increase rather than decrease the numbers in this group who must be taken care of by the schools. The curriculum will have to be changed to meet the needs of these young people. This means that school buildings will have to be altered and equipped to meet these needs.

"4. The schools must also provide opportunities for adults for re-education in new lines of work made necessary by industrial changes and for recreation during leisure time. The modern well-planned high school is adapted for use by adults, but more buildings of this type are needed.

"5. School-plant surveys are essential for adequate school-plant programs. The lack of data available as to school-building requirements for places under 10,000 population indicate that state departments of education are justified in their conviction of the need of school-building divisions with adequate staffs and funds for making comprehensive and continuing surveys of school-buildings needs. Modern school buildings are needed. But they should be constructed only where needed. Such need cannot be determined except on the basis of comprehensive long-range surveys which take into consideration population trends, economic and social trends, and the educational program needed for the children, youth, and adults of a given community."

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THE NEW 1938 PROGRAM OF THE PUBLIC WORKS ADMINISTRATION

In its new 1938 building program, the Public Works Administration has made allotments to July 6, 1938, for a total of 2,595 projects, with a total estimated construction cost of \$637,141,609. These projects represent action taken by the Federal Government upon applications which had been pending under the earlier program, and include the approved applications which had been submitted to cities, towns, and other public bodies.

The combined federal and nonfederal allotments now provide an estimated 4,842,000 man-months of employment, of which 1,894,000 man-months is direct employment at the sites of the projects.

Nonfederal projects for which the PWA has announced presidential approval total 1,844, with an estimated construction cost of \$477,406,638. The average cost per project is \$258,893. The allotments for these projects in every state, amount to \$239,805,197, including loans totaling \$26,113,000, and grants totaling \$213,692,197.

Included in the total list of approved public works to date are allotments for 751 federal projects, amounting to \$159,734,971. These allotments, coming out of the fund of \$200,000,000, earmarked for federal projects, were made to various federal agencies for public works.

The various types of projects in the nonfederal list under the new program run in about the same proportion as in the case of the earlier program. There is a slightly lower percentage of schools and other educational buildings, however, and a somewhat higher percentage of court-houses, hospitals, and other public buildings. Schools and other educational buildings provide 681 projects.

SCHOOL BUILDING NEWS

♦ Scottsbluff, Nebr. The board of education has taken the initial step in the preparation of

a long-range school-building program. An election will be called to vote a bond issue of \$250,000.

♦ Painesville, Ohio. The board of education has begun plans for a high-school project, to cost \$600,000. Application has been made for a PWA grant of 45 per cent.

♦ Jonesboro, La. The school board has proposed a new school-building program, to cost \$250,000.

♦ Dodson, La. The Winn parish school board has applied to the PWA for a grant of \$250,000 to finance a school-building program.

♦ Morgantown, W. Va. The school board of Monongalia County has proposed a school-building program, to cost \$1,040,000. A bond election will be called.

♦ Fair Lawn, N. J. The voters have approved a bond issue of \$264,000 as the district's share of the cost of a new high school. The balance of \$215,500 will be obtained from the PWA.

♦ Mansfield, Ohio. The board of education has begun plans for an extensive school-building program, to cost approximately \$1,000,000.

♦ The city commissioners of Covington, Ky., have agreed to act as a holding company for the Covington board of education in the financing of three new school buildings and an addition to an existing schoolhouse. The construction program in hand will cost \$915,000. The commissioners will issue bonds, and the board of education will lease the buildings for a period of thirty years, at a rental sufficient to pay for the bonds and the interest.

♦ Charleston, W. Va. The board of education of Kanawha County has made application for a federal grant of \$1,575,000 to aid in financing an extensive building program. Of the 57 projects contemplated, the largest will be the construction of the Stonewall Jackson High School, to cost \$800,000.

♦ Spokane, Wash. The board of education has begun plans for a million-dollar school-building renovating program.

♦ Medford, Mass. The board of education has made application for a federal grant of \$327,150 to finance the construction of a new wing to the high school. The cost of the project will be \$727,000.

♦ Springfield, Mo. The board of education has begun plans for the construction of an auditorium and an industrial-arts building at the senior high school, to cost \$322,000. Application has been made for a PWA grant of \$176,650.

♦ Brainerd, Minn. The board of education has obtained a federal grant of \$113,850 to finance the construction of two grade schools, to cost \$363,850.

♦ Richland, N. Y. The school board of Union Free School Dist. No. 7 of the town of Richland, has obtained a PWA grant of \$301,500 to finance the construction of a school building, estimated to cost \$670,000.

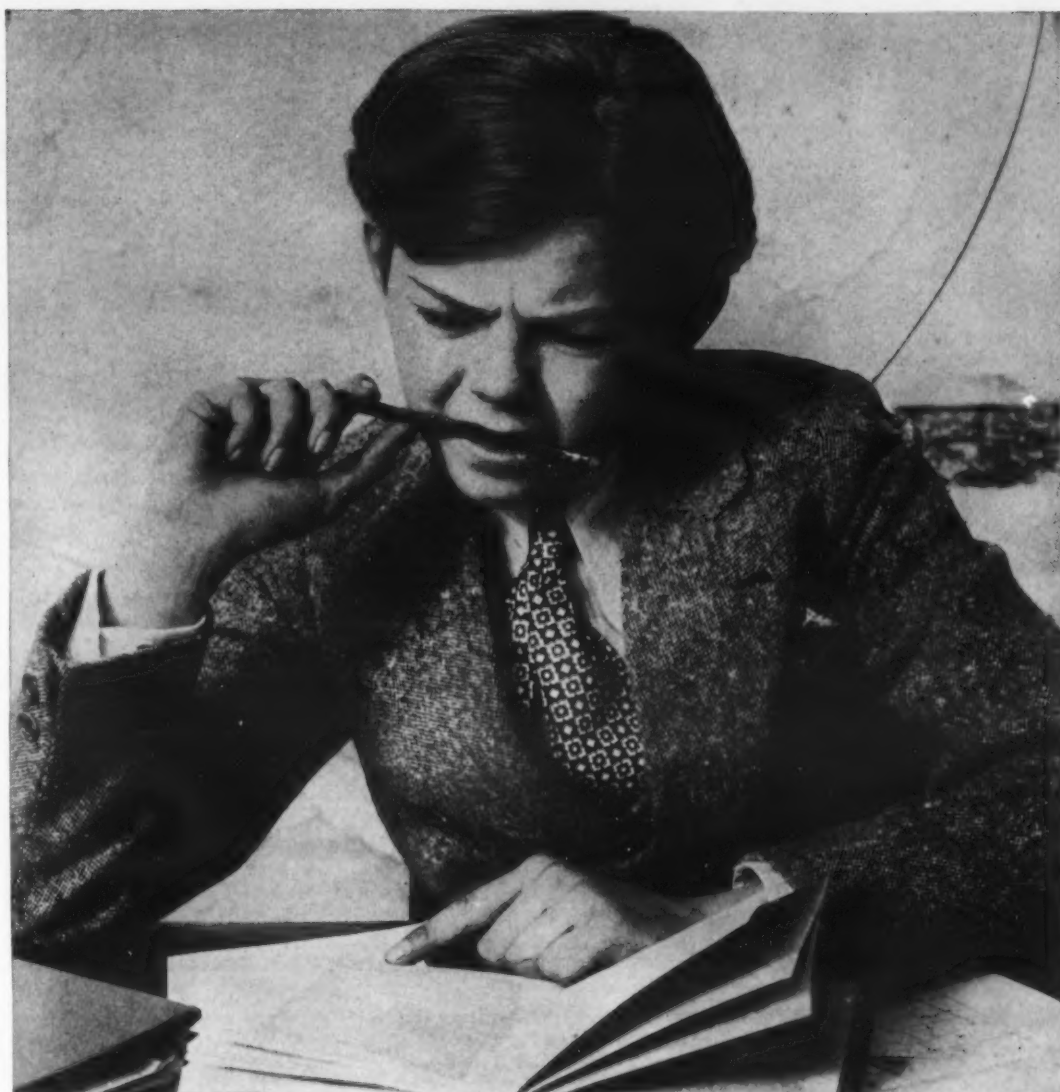
♦ Battle Creek, Mich. The school board has begun plans for an addition to the Ann Kellogg School, to cost \$161,683. Application has been made for a PWA grant of 45 per cent of the cost.

♦ Richmond, Ind. The school board has received notice of the approval of a PWA grant of \$106,000 to finance the gymnasium unit of the Morton High School, to cost \$230,000.

♦ Camden, N. J. The school board has obtained a federal grant of \$700,000 for various school projects in the city. Of the total grant, \$640,000 has been allocated for a junior high school.

♦ Cincinnati, Ohio. The board of education has obtained approximately \$1,725,000 in federal grants for local proposed school-building projects. The program calls for an elementary school to cost \$232,000, two junior high schools to cost \$686,000, an elementary school to cost \$232,000, and a high school to cost \$180,000.

♦ Denver, Colo. The board of education has completed plans for a school-building program to cost \$5,000,000. The program calls for new schools, additions to present schools, and a school stadium.



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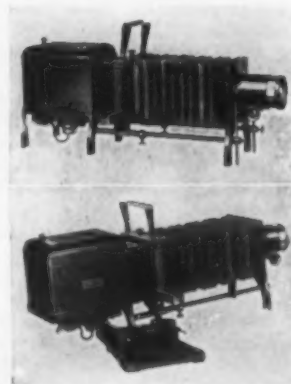
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Teachers and Administration

♦ Teachers in the Milwaukee public schools have requested the board of school directors to establish a uniform salary schedule for elementary and secondary schools without regard to the grade of school or the sex of the teachers.

♦ The school committee of Bristol, R. I., has cut the salaries of men teachers in the grades from a minimum of \$1,200 to \$1,000; maximum of \$1,700 to \$1,500; supermaximum of \$1,800 to \$1,600.

♦ New Haven, Conn. The board of education has voted to adopt the policy that teachers who attain their 68th year and are eligible for retirement, shall be placed on the retirement list at the end of June, 1939. Thereafter, all teachers attaining their 68th birthday before the beginning of the school year in September will be retired as of June 30th of that year. The action of the board postpones for six months the mandatory retirements and once the policy is under way, the teachers being retired will be allowed to complete the school year, rather than disturb classes, by a transfer.

♦ Fort Recovery, Ind. The school board has given substantial salary increases to all the teachers.

♦ The request for a 10 per cent increase in salaries, made by the teachers of New Orleans, La., was denied by the board of education. The board will have the choice in preparing the next budget by raising salaries or entering upon new construction projects.

ADOPT SALARY SCHEDULE

The board of education at Superior, Wis., has adopted a new schedule for the payment of salaries of teachers. The minimum pay for beginning teachers with a bachelor's degree will be \$1,300. Annual increases of \$75 will be made for

each year of successful experience during a period of eight years. Thereafter \$50 per year will be added for eight years to a maximum of \$2,300. Teachers holding the master's degree will receive an annual increment of \$200.

Experienced teachers who come into the school system may be given credit not in excess of five years. Two years of successful teaching experience outside of Superior are required of all except five "A" candidates in any one school year.

Principals will be paid \$2,500 per year as a beginning salary and will be given \$100 per year increase to a maximum of \$3,200. Higher salaries are paid without relation to the schedule to the principals in the senior and junior high schools. Principals are required to have a master's degree.

SALARIES IN NEWTON, MASSACHUSETTS

The salaries paid teachers at Newton, Mass., account for 96.6 per cent of the current (1937) outlay of the school committee. According to the report of Supt. Julius E. Warren:

"The fact that 65 per cent of the present staff have reached the maximum salary level is reason for a relatively high average salary paid in the city at the present time. That many teachers have continued to work in Newton and have reached the maximum salary level suggests that working and living conditions for teachers in Newton are desirable. It is also evidence that Newton is fortunate in retaining many skilled teachers when they are at the height of their productive power.

"If the salaries paid in Newton are compared with salaries in similar suburban areas throughout the country, Newton's salary level is considerably lower than that of the places with which Newton likes to compare itself, both in terms of educational standards and terms of living costs.

Teaching Load

"The Newton teachers as a group are underpaid rather than overpaid for the amount and quality of work that they are called upon to do.

"At the beginning of the school year 1937-1938 the average teaching load in the city was as follows:

Elementary (Grades 1-6).....	30
Junior High (Grades 7-9).....	23
Senior High (Grades 10-12).....	24

"In the elementary schools this meant that there were many grades in the city with a membership of 35 to 40, very few, where the membership was actually 40 or over. The figure of 30 as an average is accounted for by the fact that our city is a large one geographically, with a widely spread population, thus making it necessary to certain areas to organize schools for very small groups of pupils.

"As teachers leave the system for one reason or another, from year to year, it would be possible to increase the average size of the elementary school from 30 to 40 or even more than that; the junior and senior high school to almost any size. But if this were done the program of education which has been in part described in this report would be very much changed, and the adjustments provided to meet individual needs would of necessity have to be eliminated. The program of finding out facts, of planning for remedial instruction, of checking the achievement of Newton boys and girls in comparison with the achievement of the boys and girls of the country as a whole, the plan of continuously improving the curriculum and the quality of teaching throughout the system, would in all probability have to be very much curtailed. The question the citizens, through the School Committee and the Board of Aldermen, have to answer for the future would seem to be: whether Newton, over a period of years, has gone too far in establishing a school policy and building a school program that may be most excellent from an educational standpoint, but proves itself to be too expensive to be continued.

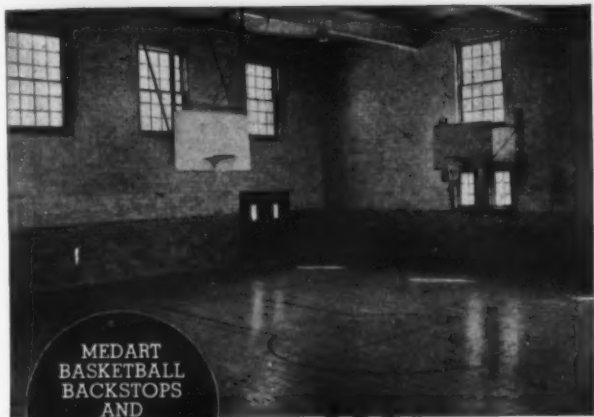
"Whatever the answer may be, the school staff pledges the continuance of its best thought and most earnest effort in the service of a sound program of education."

NEW YORK SCHOOL BOARDS WILL MEET

The New York Association of School Boards will hold its annual convention at Syracuse, N. Y., October 23, 24, and 25. Judge William H. Golding, of Cobleskill, will preside.

An educational and commercial exhibit will be held, under the direction of Mr. Henry J. Clark, of the Syracuse school system.

It is expected that 1,500 members of school boards will attend.



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School Board News

MR. DECKER RETIRES

Mr. W. N. Decker, secretary of the board of education at Altoona, Pa., retired on July 1. Mr. Decker was connected with the Altoona school system for upwards of thirty years and was for many years prominent in the betterment of school administration conditions in Pennsylvania. He served in 1924 as President of the Association of School Board Secretaries. He was active for the establishment of state regulations for the heating and ventilation of school buildings, and interested himself for many years in the improvement of legislation; particularly those aspects involving better financing, better business control, and greater economy in building construction, insurance, etc.

Since its organization, Mr. Decker was an active member of the National Association of Public School Business Officials. He held various offices in the organization and was a leader in its recent studies of school-supplies problems. He was President of the Association in 1932 when it met in Los Angeles.

Mr. Decker retires on a state pension and will continue to reside in Altoona.

SCHOOL BOARD NEWS

♦ Peoria, Ill. On April 1, 1939, the school board will witness a change in the selection of the board members, due to the discontinuance of the ward system. Following a decision of the voters last April, it will be necessary to replace the present 21-member board with a seven-member board elected from the city at large.

The law under which Peoria's new seven-member board now comes into being, provides that each member of the new board shall serve a five-year term. The discarded system provided for a two-year term.

♦ Bloomington, Ill. The board of education has approved the establishment of two junior high schools and the reorganization of the high school into a three-year senior institution. The estimated cost of the change will reach approximately \$330,000.

♦ Ludlow, Mass. The school board has voted that the entrance age for pupils entering grade one in September shall be five years eight months.

♦ Lynn, Mass. Despite the protest of 25 candidates for teachers' positions, members of the school board have declined to reconsider their vote at a previous meeting when they placed five former teachers, now widows, on the preferred list of appointments for teachers.

♦ Newport, Va. The school board has rejected a proposal to introduce a course of religious education in the elementary grades. The request for the proposed course was made by a citizens' committee which presented more than 800 letters in its support.

♦ New Haven, Conn. The school board has voted to create a night trade school in the fall. The new trade school will provide further training for workers engaged in the skilled trades.

♦ Sturbridge, Mass. The school board has voted that the entrance age of pupils in the first grade shall be five years eight months on or before September 1. Pupils between the ages of five years four months and five years eight months may enter if they are found to be five years eight months old physically, mentally, and socially.

♦ The Boston school committee has taken steps for the closing of the Boston Teachers' College, which is considered no longer necessary. No entering class will be accepted in September, but students now enrolled will be continued to graduation. The faculty will be transferred to other positions in the schools. The present policies of the school committee favor entering teachers who have a full four-year university education. The closing of the college will eliminate an annual budget item of \$225,000.

♦ The Philadelphia board of education has negotiated a bond issue of \$6,000,000 on which it secured a premium of \$49,975. The interest rate was fixed at 2 3/8 per cent.

♦ The school board of Cheboygan, Mich., has adopted a rule, providing that no children will be admitted to the schools next year who did not become five years of age on or before January 1.

♦ The Ottumwa, Iowa, board of education has adopted a rule, compelling the janitors to submit to a physical examination, annually and to pay \$3 for such examination. The local school custodians' association has filed a protest against the rule. It does not object to the physical examination but does object to the payment of the fee.

♦ The board of education of Hartford, Conn., has unanimously ruled that the use of the high-school auditorium for a public meeting shall be denied to the German-American Bund.

♦ The board of education of Lincoln, Nebr., has under consideration the formation of a "participatory council" made up of representatives of the leading civic organizations. This council is to confer with the board of education in round-table discussions on various school-administrative problems.

♦ The school committee of Lowell, Mass., has unanimously voted to rename the Smith Street School the Hugh J. Malloy School. Mr. Malloy was superintendent of the Lowell schools for a long period until his death which occurred several years ago.

♦ Madisonville, Tex. Plans have been completed for the new one-story school, estimated to cost \$100,000. Messrs. Hedrick & Lindsley, Houston, are the architects.

♦ Dearborn, Mich. The Fordson board of education has received a federal grant for financing the construction of two additions to the school plant. One of the projects comprises an addition to the senior high school for business offices, storage, and maintenance work, and the other comprises a swimming pool, to be added to each junior high school.

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New Books

The American Legion as Educator

By William Gellermann, Ph.D. Cloth, 280 pages. Price, \$3.15. Published by Teachers College, Columbia University, New York, N. Y.

This book tells the story of the American Legion, its leadership and its inception, its purposes and particularly its educational work.

The Legion, it is shown, was organized in Paris before the members of the AEF returned home. Its ten thousand local posts now enroll more than eight hundred thousand men, or one-fourth of the World War veterans. The organization has primarily concerned itself with one-hundred per cent Americanism. The definition of the term Americanism varies widely among legionnaires; some emphasize love of the flag, devotion to the constitution, and hostility to "subversive elements"; others are more vociferous but even less potent in clinging to any real purposes.

The author's objective findings are a sharp criticism of the flag-waving groups who place emphasis on publicity and who seek to control the public mind, while at the same time they overlook the finer American traditions. The American Legion has done much to uncover radicalism and foreign influences designed to undermine a democratic form of government. It has also asserted itself in promoting preparedness and national defense.

Its program for childhood and youth in the direction of Americanism has included attention to the fundamentals of our form of government and has sought that training which fits the rising generation for modern industrial and political life. The Legion has sought to co-operate with the educational leaders in keeping "subversive influences" out of the schools and stimulating the patriotism and loyalty to home and country.

In his conclusions the author holds that the American Legion is one of the most powerful groups in American society today and that in some respects it serves as an instrument for class control and can wage aggressive warfare in the name of patriotism against those who oppose its demands. Its control is not truly democratic. The leaders of the Legion use the middle class ideology of the membership to bolster up their own class interests. They use the terms "American" and "patriotic" to pro-

tect existing social and economic arrangements and to prevent reforms which are considered "subversive." The tendency of the Legion's policies is militaristic and capitalistic and "a force in the direction of fascism." The author concludes that "the American Legion feels competent to prescribe for American education without knowing very much about the field of education."

The final paragraph of the conclusions reads: "If patriotism is defined as devotion to one's country, it should be apparent that inasmuch as one's country consists essentially of one's fellow countrymen, patriotism cannot be divorced from a devotion to the welfare of one's fellow countrymen. An effort to fix more firmly on Americans a system which makes it possible for a few to exploit the many is unpatriotic. Judged by this definition of patriotism, the American Legion is unpatriotic."

Public Administration Organizations

A directory for the years 1938-39. Cloth. \$1.50. Public Administration Clearing House, Chicago, Ill.

This directory contains descriptions of approximately five hundred national organizations working in the general field of public administration or in fields which affect public administration. It includes listings of twelve hundred state and regional organizations.

Promotion Policies and Practices in Elementary Schools

By Henry J. Otto. Cloth, 171 pages. Educational Test Bureau, Inc., Minneapolis, Minn.

This study was made in 1933-34 and brings together the practices in 35 representative school districts of Northern Illinois.

Getting Acquainted With Words

Paper, 64 pages. Scott, Foresman and Company, Chicago.

This notebook and manual for the use of the dictionary is intended for the middle grades.

Characteristics and Classification of Animals

By E. Meiche and Marie Barrett. Published by the authors, 115 Camp Street, San Antonio, Texas.

This single leaf chart is intended for biographic classes.

Influence of Geography on Our Economic Life

By Douglas C. Ridgley and Sidney E. Ekblaw. Cloth bound, 657 pages. Price, \$1.84. Gregg Publishing Company, New York City, N. Y.

The student of geography engaged in economic activities will undoubtedly have an outlook different from persons engaged in world travel for pleasure. He will be interested in economic facts, and the climatic and social conditions which affect them.

The authors in preparing this book bear in mind the

production and distribution of the offerings of the soil in all lands. Thus, the major occupations of agriculture, mining, manufacturing, and commerce receive first consideration. Where people live, why they live there, and how they live is well told.

The influences of climate, namely, the effects of temperature, moisture, and winds and the activities arising out of soil and mineral peculiarities are thoroughly discussed. The attention of the student is carried to many lands, from mountains to valleys, from frigid to torrid zones, from city to country and from land to the sea.

The volume is supplied with illuminating illustrations and maps. Population statistics are provided.

Retirement Legislation 1935-1938

Paper, 18 pages. Research Division, N.E.A., Washington, D. C.

A summary of the new legislation up to June 1, 1938. Guidance Service Standards for Secondary Schools

Paper, 50 pages. Issued by the New Jersey Secondary School Teachers' Association, Trenton, N. J.

This brief statement holds strongly for the vocational guidance as the central element in high-school programs.

Laboratory and Workbook Units in Chemistry

By Maurice U. Ames and Bernard Jaffe. Cloth, 255 pages. Price, \$1.12. Silver, Burdett & Co., New York, N. Y.

This is a nonconsumable edition of a widely used workbook originally published in 1935. The 35 units are designed to provide the complete operations in elementary chemistry with special emphasis on the everyday use of chemical compounds.

Writing Past and Present

By Carroll Gard, M.A. Cloth, 78 pages, quarto, illustrated. \$1 The A. N. Palmer Co., New York, N. Y.

Here the history of writing is briefly and clearly set forth and well illustrated in a textbook for social-science classes.

College Salaries

By Walter Greenleaf. Paper, 33 pages. Bulletin No. 9, 1937. Price, 10 cents. U. S. Office of Education, Washington, D. C.

A study of the salaries paid full-time faculty members in colleges and universities of the United States. Part I includes an analysis of the salaries of 25,530 full-time faculty members in 252 colleges and universities for the year 1935-36. Part II includes comparable salary data for 51 land-grant colleges and universities over a period of years, 1928-29 to 1934-35.



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NATIONAL ASSOCIATION OF ENGINEERS AND CUSTODIANS HOLDS EIGHTH ANNUAL CONVENTION

Continuing its program for the purpose of educational development and social elevation, the National Association of Engineers and Custodians held its eighth annual Convention in St. Louis, Missouri, during the week of June 20 to 25. Through the courtesy of the board of education of St. Louis, the Beaumont High School and its facilities were made available to the 315 school engineers and custodians who were in attendance.

The main feature of the association's activity is the training school for custodians and engineers which was adopted as an annual feature of the convention. Under the direction of W. Fred Heisler, of the A. and M. College, Stillwater, Okla., and assisted by a staff of 48 instructors, courses were given in school housekeeping, school custodianship, heating and ventilation, school landscaping, air conditioning, electricity, mechanical equipment, and personnel management.

The purpose of this annual training school is to produce a school similar to those carried on in other communities. Many of the delegates were primarily concerned in learning something of the short course training school as developed by Mr. Heisler and his associates.

The Association adopted a recommendation of the Committee on Education that definite steps be taken to collect, compile, and prepare for publication suitable instructional material pertaining to the four operative courses, namely, housekeeping, heating and ventilation, school-plant maintenance, and school-ground landscaping. The material will be published in permanent form and will be available for study courses.

It is believed that Fort Worth will be the convention city in 1939. The following officers were elected for the next year: President, Louis H. Schweteye, St. Louis, Mo.; vice-president, Lee Roberts, Fort Worth, Tex.; secretary, J. O.

Sattler, Akron, Ohio; treasurer, Charles Desselman, St. Louis, Mo.

SCHOOL BONDS

During the month of June, 1938 school-bond sales in the amount of \$32,260,300 were recorded. The average interest rate was 3.00 per cent. The largest amounts were sold in New York State where \$17,007,500 were placed, and in Pennsylvania where the total sales were \$6,315,000.

During the month of June the sales of short-term notes and refunding bonds amounted to \$2,229,000.

SCHOOL BUILDING CONSTRUCTION

During the month of June, Dodge reports contracts let for 566 educational buildings to cost \$14,659,000. The reports cover 37 states east of the Rocky Mountains.

During the month of June, 1938, seven contracts for new school buildings were let in eleven states west of the Rocky Mountains, at a cost of \$484,160. During the same period fifty-six projects were reported in preliminary stages, to cost \$4,683,080.

SCHOOL-BUSINESS OFFICIALS TO MEET IN CHICAGO

The officials of the National Association of Public-School Business Officials have announced the program for the 1938 meeting, to be held at the Palmer House, in Chicago, October 10-14.

The subject for discussion will be "Modern Trends in School-Business Management."

PERSONAL NEWS

• The board of school directors of Reading, Pa., recently adopted a resolution commending the services of Mr. OSCAR B. HEIM, who on June 30, retired from the service of the schools, having reached the age of 70.

Mr. Heim began his duties as secretary of the school board on November 19, 1918. During the period of twenty years of service, he served with 36 different individuals elected by the people as school directors. He served with four superintendents of schools. He was active

in the state and national associations of secretaries. In 1926 he was made treasurer of the State Secretaries' Association. He is a member of the National Association of Public-School Business Officials and has served as a member of the nominating committee.

• The Fordson board of education at Dearborn, Mich., has reorganized with the election of Mr. GEORGE E. BRADY as president; GEORGE T. MARTIN as vice-president; FRED BEARD as secretary; and JOHN E. ALEXANDER as treasurer. MR. HOMER C. BEADLE, MR. NORMAN F. EDWARDS, and MR. WALTER JAMS are members of the board.

COMING CONVENTIONS

Aug. 15-20. American Federation of Teachers, at Cedar Point, Ohio. Irvin Kuenzli, Chicago, Ill., secretary.

September 3-5. The California School Trustees Association, at Los Angeles, Calif. Mrs. I. E. Porter, Bakersfield, secretary.

September 20. Wisconsin County Supervisors' Association, at Madison, Wis. Mrs. Lillian Ellis, Dodgeville, secretary.

September 25-27. New York State Council of Superintendents, at Saranac Inn, N. Y. W. H. Pillsbury, Schenectady, secretary.

October 27-29. North Dakota Educational Association, at Minot. M. E. McCurdy, Fargo, secretary.

October 13-14. Missouri Central Teachers' Association, at Warrensburg. Fred W. Urban, Warrensburg, secretary.

October 13-15. Vermont State Teachers' Association, at Burlington. Raymond E. Bassett, Stowe, secretary.

October 23-25. New York State School Boards' Association, at Syracuse. W. A. Clifford, Mt. Vernon, secretary.

October 25-28. American Association of School Physicians, at Kansas City, Kans. Dr. A. O. DeWeese, Kent, Ohio, secretary.

October 27-28. Indiana Teachers' Association, at Indianapolis. Chas. O. Williams, Indianapolis, secretary.

October 27-28. Maine Teachers' Association, at Bangor. Adelbert W. Gordon, Augusta, secretary.

October 27-29. Colorado Education Association, at Denver. W. B. Mooney, Denver, secretary.

October 27-29. Minnesota Education Association, W. E. Englund, St. Paul, secretary.

October 28-29. Kentucky Association of Colleges and Secondary Schools, at Lexington. Dean Paul P. Boyd, Lexington, secretary.

October 28. Connecticut Teachers' Association, at Hartford. F. E. Harrington, Hartford, secretary.

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MODERATE MODERNITY IN CRESTON SCHOOLHOUSE

(Concluded from page 38)

The community room is used not only for play purposes, but as an assembly room, a stage being placed in the end with space underneath for the chair trucks. The room seats 350 people in folding chairs when used as an auditorium. Narrow-face maple floor is used in this room, the walls being faced with a 7 ft., 6 in. glazed tile wainscot, above which cinder blocks are used for their acoustic value. The ceiling is of insulating board, applied in pattern. Projection facilities for the auditorium are enclosed in the teachers' room on the second floor, making it safe in case of fire and easily operated without disturbance to the audience.

A small kitchenette with serving counter, for community purposes, adjoins the community room, and a separate entrance vestibule is provided so that the community room and kitchenette may be used independently of the rest of the building.

The floors in the classrooms, corridors, and toilets are of asphalt tile, and the concrete stairs are provided with nonslip carborundum treads. The ceilings throughout are of insulation board in pattern.

The storage of pupils' clothing is handled by means of lockers recessed in the corridor walls. The kindergarten which is treated as an independent unit has an individual wardrobe and a toilet.

A vacuum steam-heating system has been installed.

Particular care has been given to the illumination of the various rooms. Recessed reflector type fixtures, provided with cast aluminum guards flush with the ceiling, have been used in the community room, and standard units are in each classroom, spaced to give a 15-foot-candle illumination on all desks. The building has been wired for the installation of photoelectric cells to automatically control the lights of all the classrooms where natural light falls below a predetermined intensity.

Classroom furniture for each of the seven rooms is modern and movable, making it possible for teachers and pupils to

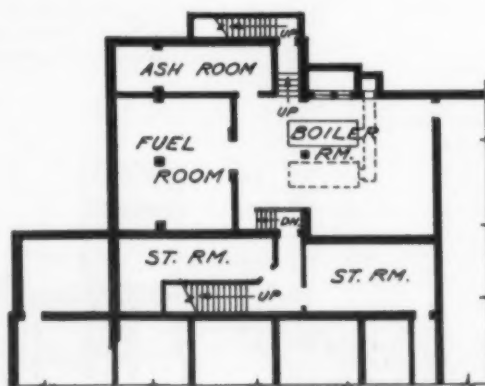
change the room setup in keeping with both formal and informal procedures for individual group and class activities. The ease with which the furniture can be moved makes it possible to interrelate the daily work of the classroom with real life situations and contributes to a social atmosphere.

Every room is equipped with several bulletin boards. The boards are of cork, are different in size and in shape, and are so placed that the children in each room can see the instructional materials displayed.

The kindergarten is modern in every respect and equipment appropriate to the physical, emotional, mental, and social development of kindergarten children has been selected. Four "Topply Tilts," each containing two verses "About the Boy on Stilts" add color and lend interest to the walls of the kindergarten room.

Adjoining the principal's office on the first floor is the nurse's room equipped with supplies essential to a modern health program. A room for books and other instructional supplies is directly opposite the east entrance to the auditorium. The gymnasium-auditorium serves both as a community center for the people living in the district and as a suitable place for the all-school and departmental assemblies that are held upon completion of units or work carried on in the various classrooms.

Steel cupboards in each room assure ample storage space for work materials. Room and hall floors are made of red, gray, and black asphalt tile. Colors in the floor tiles are in complete harmony with the painted walls, and the walls in every room are different in color, making a pleasant, appealing, homelike atmosphere.



Basement Floor Plan, Jefferson Elementary
School, Creston, Iowa.

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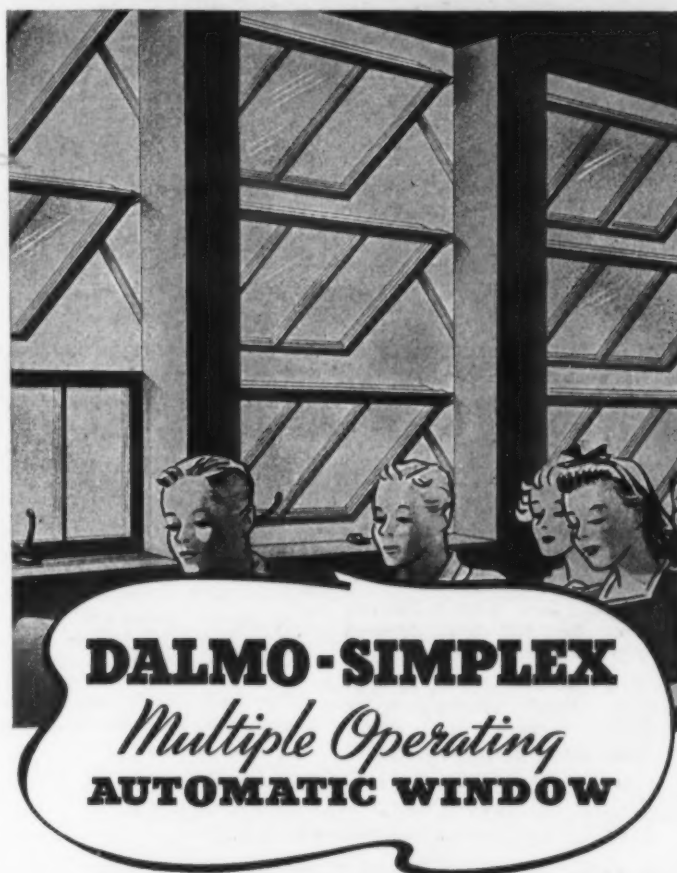
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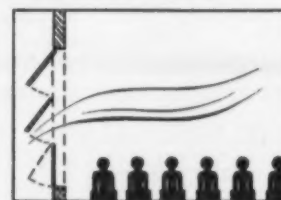
100 per cent of window area may be thrown open when desired. Vents may be raised and both sides cleaned from within room.

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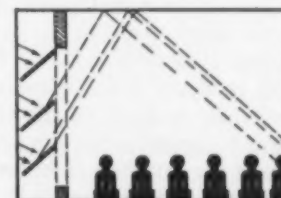
Shades attach directly to sashes. Seats near windows are protected from sun—yet the window glass deflects sun-rays against ceiling—with a soft light diffused evenly throughout the room.

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Upper sashes operate in unison with lower sash—no window poles necessary! Lower vent may be closed independently.



Sketch shows upward deflection of air. Lower sash closed. Plenty of healthful air. No direct drafts.



Sketch shows directed light distribution. Seats near windows shaded from sun. Light directed to dark side of room through diffusion from ceiling.



Left to right: Marina Junior High, San Francisco, G. W. Kelham & W. P. Day. Van Nuys High, Los Angeles, Allison & Allison. Geo. Washington High School, San Francisco, J. R. Miller & T. L. Pflueger.

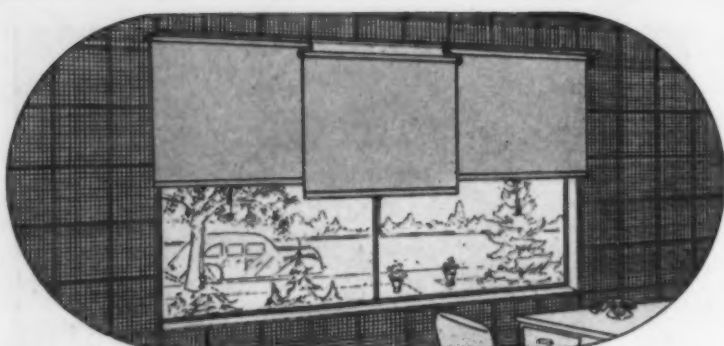
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THE FRANKLIN K. LANE HIGH SCHOOL, BROOKLYN

(Concluded from page 36)

The fifth floor provides space for the band practice room and a teachers' cafeteria.

The athletic field, which measures 340 ft. in width by 500 ft. in depth, includes a small bleachers to seat 1,400 persons. The field is about 9 ft. below the grounds immediately in front of the school and slopes toward Jamaica Avenue. At the rear and side of the building eight tennis courts have been laid out and space has been allowed for additional play purposes.

The building was erected with the aid of a WPA grant and cost slightly in excess of \$3,000,000. The building was one of the last important projects of Mr. Walter C. Martin, retired.

THE WRITING LESSON

(Concluded from page 16)

backhand motion. The writing period ceased to worry him as Miss Lindberg praised his improvement. While his script was far from perfect, it was readable; and when Charlie drew pictures in the art period his work was the best.

Charlie's mother visited the room toward the close of the year, and in her conversation she revealed more than she suspected. "Charlie thinks you're the best teacher he ever had. He certainly likes you, Miss Lindberg, and it's largely because you let him write the way he can do it best. Every other teacher tried to make him over, and his writing got worse instead of better."

"He writes very well, but we have to thank

Mr. Thompson for that," responded Miss Lindberg, loyally. "I've learned something about writing myself this year."

AN INITIAL BUDGET FOR A HIGH-SCHOOL LIBRARY

(Concluded from page 50)

The suite of rooms for the technical work of the library staff is practical. The receiving room opening from the hall is used for unpacking new books. A storeroom provides space for unbound periodicals. A sink with running water and a specially designed worktable with shallow drawers for the storage of posters are used in the workroom by the student assistants who mend books and prepare magazines for circulation. The librarian's office is large enough for a desk, typewriter, shelf-list case, and a table for bibliographical tools.

Desks for student assistants are provided at each end of the room. One assistant stands at each door when the students are passing to examine the books and see that they are properly charged.

Special features of the equipment are the pedestal bulletin boards near each entrance, display case, and atlas case. Six of the tables are 3 by 5 ft., each seating four students, and eighteen are 3 ft. by 7 ft. 6 in., each seating six students. The faculty room is used also by groups of students for conferences and special duty.

The total expenditure for equipment in the Susan M. Dorsey High School was \$5,000. The library supplies were ordered with the general supplies for the school.

Alert administrators recognize the essential contribution of the library and in turn the librarian realizes her responsibility in the dynamic integration for the use of textbooks, periodicals and library books. A well-planned budget is the basis for a library of vitality and potential development.

PERSONAL NEWS

● DR. PHILIP H. FALK, superintendent of schools at Waukesha, Wis., has been named to succeed Frank S. Hyer as president of Central State Teachers College at Stevens Point, Wis. Dr. Falk, 41 years of age, is the youngest teachers' college president in the state.

● MRS. MARION A. DUNN of South Dartmouth was elected chairman of the Dartmouth, Mass., school committee. She succeeds Harold G. Edwards.

● MR. LAURENCE J. RILEY has been re-elected president of the school board at Eau Claire, Wis.

● W. GERRY MARTIN, for 18 years a member of the Marblehead, Mass., school board and secretary for many years, has been made chairman to fill the vacancy created by the death of Dr. Samuel C. Eveleth.

● DR. WALTER A. JESSUP, president of Carnegie Foundation for the Advancement of Teaching, has been elected a director of the Johns-Mansville Corporation, New York City.

● FRED J. MILLER has completed his twenty-fifth year as principal of the East High School at Waterloo, Iowa. Mr. Miller began his teaching career in Butler County, near Brestow, his home town.

● DR. GEORGE D. MCFARLAND, president of the Minot, N. Dak., State Teachers' College since 1922, died on June 17. He was 80 years of age.

● MR. HIRAM C. DALEY has resigned as business manager of the public schools of Highland Park, Mich., after a service of twenty years. In addition to his work as business manager, Mr. Daley served as assistant superintendent of schools for twelve years, until the office was discontinued this year. Before going to Highland Park, Mr. Daley was assistant superintendent of schools in Wyandotte for ten years.

● MR. H. L. BLACKWOOD has been elected president of the board of education at Pontiac, Mich.

● The board of education of Beloit, Wis., has reorganized with the election of C. D. REJAH as president; DR. L. R. FINNEGAN as vice-president; and J. F. CAMERON as secretary.

● MR. KENNETH WEIGEL has been named treasurer of the board of education at Ludlow, Ky.

● MR. FOX D. HOLDEN, formerly principal of the Governor Clinton School, Poughkeepsie, N. Y., has been elected superintendent of schools. He succeeds Ward C. Moon.



Pattern No. 6066

A New -Y- Type Chair

Seat 5 ply 5/16" Birch Veneer, compound curve, manufactured with casein glue; or may be furnished with 5 ply 5/16" flat veneer panel enclosed in a steel frame.

Seat panel cannot tip at front or back when chair is open for use.

The posts, legs and braces are 14 gauge 1"x 3/8" beaded rolled channel steel.

The test of this chair revealed that the chair would sustain a weight of 2105 pounds before failure developed.

Write for catalog and prices.

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Proper gymnasium seating is essential to a profitable and successful basketball season. Be sure to give this item early consideration. HORN Engineers will gladly assist in recommending proper seating. Layouts and cost estimates are available without obligation.

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The greatest record ever made.

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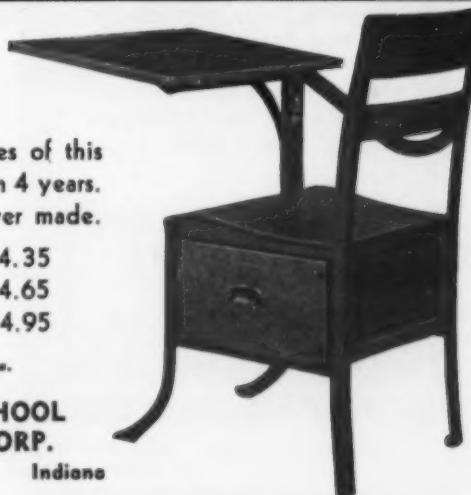
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COLUMBIA SCHOOL FURNITURE CORP.

Indianapolis,

Indiana



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..and Neo-Shine
laughs at water
too!

Your janitor can swish a soaking wet mop over a Neo-Shine waxed floor, time after time, without penetrating its water-proof armor. For Neo-Shine contains the top grade of Carnuba wax and bleached bone-dry shellac. It has a wax content twice as high as the ordinary non-buffing wax. Thus, a Neo-Shine wax film is tougher. That is why it saves frequent, costly rewaxing. For all your floors, you can have Neo-Shine's stubborn resistance to traffic, wet shoes, and the dripping mop without any extra charge. Order a drum — today.

The HUNTINGTON
LABORATORIES Inc.

DEVEN HUNTINGTON INDIANA TORONTO

School Administration News

A WPA PROJECT IN REMEDIAL PROCEDURES IN READING

The public schools of Northampton, Pa., under the direction of Mr. George A. Eichler, superintendent of schools, during the school year 1937-38, carried out a very successful WPA project in diagnostic and remedial procedures in reading. In previous years the schools had been keeping a large number of pupils in the higher grades who were not able to read well enough to benefit from the offerings given.

The first problem called for the testing of pupils, which included time-consuming grading of tests, preparing of graphs, tables, and other necessary data. Since the regular school staff did not have the time to do the work, a WPA project was organized to do the work.

In January, 1938, a dozen workers began the work under the direction of a capable foreman. Standardized as well as homemade tests were given to reveal reading ability. The Sangren-Woody, Iowa silent reading, Stanford-Binet, and Durrell-Sullivan tests were given to insure an accurate picture of the reading ability of each individual pupil. A reading analysis was used in exceptional cases, and in addition, a test was devised to show the extent to which pupils used the diacritical marks in the mastery of words. This was an individual test, consisting of a list of twenty selected words for each of grades four, five, and six. Each child was asked to pronounce the word and a record was kept by the examiner.

Some time was given to mimeographing the word lists which appeared at the end of the basic primer, first, second, and third reader. Each child in grades two to six inclusive was given this test.

The test results were compiled in such a manner as to give the teacher a glance at the picture of the individual, the class, and the district as a whole. Some rather startling results were revealed. From grades four to twelve each teacher, with the exception of special teachers, has in his possession the reading profile of every child. The teachers are asked to study these profiles and explain them to the children. Later it is planned to compile some books designed to assist teachers in remedial procedures in reading.

The project has been extended to run through the 1938-39 school term. The WPA group has approved the project and is enthusiastic about it.

FORT STOCKTON ADOPTS NEW REPORT CARDS

New progress report cards, instituted at the beginning of the 1937-38 session, of the Ft. Stockton (Tex.) High School, have proven to be a most effective means of student management and improvement. J. F. Reeves, superintendent of schools, reports. Placing greater emphasis on personality traits in students, the new cards provide tests under six general headings: courtesy, co-operation, punctuality, work habits, sportsmanship, and health habits. Each test is marked either with a check mark, denoting satisfactory or improvement needed.

Mimeographed copies of the cards, with the rating for each six weeks, are placed in the permanent records, which consists of a folder for each pupil. By referring to the records both teachers and student may find where improvement has been made and where it is still needed.

The cards were worked out by a committee of elementary- and high-school teachers. They

have been accepted with little criticism by parents or students. Students like the system because it gives them a view of their weaknesses as seen by teachers and something definite to work toward. Before the teachers ranked the pupils, each pupil was given the opportunity to rank himself and almost invariably he gave himself more poor marks than the teachers.

The cards are helpful in determining remedial procedure. If a youngster is found to be deficient in a subject, explanation of the difficulty can very likely be found under personality rating or, more specifically, under work habits.

SCHOOL ADMINISTRATION NOTES

♦ Ellsworth B. Buck, vice-president of the board of education of New York City, has urged an appropriation of \$235,000 in the next budget for the purchase of soap and towels for use in the schools. Mr. Buck contends that 73 city school systems in the United States supply soap and paper towels free to the pupils. The cost approximates twelve cents per pupil per year. He argues that it is futile to teach children the principles of hygiene when no facilities are offered to wash their hands and faces.

♦ Dearborn, Mich. The Fordson School District has voted to establish a collegiate department, consisting of the thirteenth and fourteenth grades, as a part of the educational system. The set-up will be entirely different from the traditional junior-college system now in operation in Michigan and the east. It will follow closely the system in use in the west and the Pacific Coast. The curriculum has been prepared and new instructors have been employed for the school year. An initial enrollment of about 300 students is anticipated.

♦ White River Junction, Vt. The Hartford schools have been reorganized on the six-three-three plan, replacing the former eight-four plan. Under the new system, pupils in grades seven and eight from three villages will be concentrated in the junior high school, making a junior-senior-high-school enrollment of slightly over 400. It is planned to close three of the rural schools and transport the pupils to nearby village schools. A full-time music supervisor will be employed with the opening of the new school year in September.

♦ Ellsworth, Wis. A course in home economics has been added in the high school for the school year.

♦ Waupaca, Wis. A WPA project in school bookbinding has been in progress during the past summer. Under the direction of Mr. Jay G. Cornwall, fifteen WPA workers have cleaned, repaired, and rebound the schoolbooks until they are in the best condition. Some 5,000 books have been rebound and the schools are charged only for the cost of materials, averaging about ten cents a book.

♦ Neenah, Wis. The high-school cafeteria, for the first time in many years, made a small profit during the 1937-38 school year. The cafeteria made a gain of \$94.36. During the past five years the deficits ranged from \$122 to \$225. The total income in 1937-38 was \$2,551 and the total expenses, \$2,460.

♦ Shepherd, Mich. A five-hour-day class schedule has been adopted for the high school next year. Class periods will be sixty minutes in length and a portion of the period will be devoted to supervised study.

♦ Hartford, Wis. An agricultural department has been established in the high school this fall.

♦ The schools of Hillsborough County, Fla., face an eight months' school term next year, due to a shortage of school revenue. The situation was brought about by a reduction in county school funds, due to the homestead exemption, the Murphy law, and the abolition of poll taxes.

♦ Summersville, W. Va. The board of education of Nicholas County has begun the construction of a new community project, providing for a community building, with workrooms, classrooms, and an auditorium. The board has made application for a PWA grant for the construction of an eight-room school, including an auditorium and gymnasium, to cost \$54,500.

School Finance and Taxation

LOS ANGELES PREPARES NEW SCHOOL BUDGET

The school officials of Los Angeles, Calif., have estimated that the tentative budget for the year 1938-39 will reach \$41,497,591. The new budget will exceed the last year's figure by \$3,190,558 and will increase the tax rate by 25 cents. Among the increases shown in the budget are:

Restoration of the remainder of the 10 per cent salary cut of 1932-33, \$1,096,665.

Progressive salary increment, \$560,000.

Additional vice-principals, teachers, and clerks to meet increase in enrollment, \$249,500.

Provision for teachers returning from leaves of absence, \$225,000.

Operation and maintenance, \$350,000.

Co-ordination activities and auxiliary agencies, \$100,000.

Cash reserves, \$875,000.

Capital outlay, \$292,000.

The estimated amount required in district taxes for the 1938 school budget is \$21,416,248, or an increase of \$3,529,031 over the current year's requirements.

FINANCE AND TAXATION

♦ Indianapolis, Ind. The state tax board has approved an emergency appropriation of \$3,021,156 for the Indianapolis city schools. The board has delayed action on the school officials' request for a \$150,000 bond issue.

♦ Muskegon, Mich. The board of education has adopted a budget of \$1,228,503 for the school year 1938-39. The new gross budget represents an increase of \$42,275 over the 1937-38 budget of \$1,186,228.

♦ Carlsbad, N. Mex. The board of education has voted to call an election to vote on a \$452,000 school-building program.

♦ Hamden, Conn. The board of education has adopted a budget of \$552,698 for the school year 1938. This is an increase of \$22,000 over the estimate for 1937-38. A part of the increase is due to salary increments to teachers who have not reached the maximum wage.

♦ Flint, Mich. The board of education has proposed a radical curtailment of the school budget in order to effect savings amounting to \$700,000. A number of curtailments have been proposed which will be approved by the board in its next general meeting.

♦ Dearborn, Mich. The Fordson board of education has adopted a budget for the school year 1938-39, which requires a tax levy of \$931,013.18 for operating expenses, and \$531,343.03 for debt service, making a total tax levy of \$1,462,356.21. The tax rate on this basis will be \$6.252 for operating expenses, and \$3.568 for debt service, for each one thousand dollars of valuation. Salary schedules in the budget, will be operative up to \$2,200, but no increase will be permitted above that figure.

♦ Alton, Ill. The board of education has adopted a budget of \$552,537 for the school year 1938-39. The budget estimate for 1937-38 totaled \$486,675.

♦ Peoria, Ill. The board of education has adopted a budget of \$1,318,472 for the school year 1938-39. The largest item is \$1,129,390 for instructional expenses.

♦ Wichita, Kans. The board of education has sold to a Chicago banking concern \$11,000 worth of refunding bonds. Of the total amount, \$60,000 worth of the bonds will draw interest at 1½ per cent, and \$50,000 worth at 2 per cent.

♦ Evanston, Ill. The school board of Dist. 75 has adopted a budget of \$698,630 for operation of the schools in 1938-39. This is a reduction of \$4,000 below the estimate for 1937-38.

♦ Clinton, Iowa. The board of education has adopted a budget of \$357,500 for the school year 1938-39.

♦ Wallingford, Conn. The board of education has approved a budget of \$273,150 for the school

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CENTRAL AND PORTABLE VACUUM CLEANING SYSTEMS

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year 1938-39. The largest item is \$151,000 for salaries of teachers, principals, and supervisors.

♦ Lincoln, Nebr. The board of education has adopted a budget of \$1,603,400 for the school year 1938. The largest item is \$46,400 for instructional expenses.

♦ Covington, Ky. The board of education has adopted a budget of \$7,395,158 for 1938. This is an increase of \$97,490 above the grand total of \$7,297,668 for 1937-38.

♦ Boston, Mass. The board of education has asked that teachers in the high schools take on one additional class each week, which gives men teachers 25 classes a week and women teachers 24. The action is designed as an economy measure to save \$166,000 a year.

♦ Wilmette, Ill. A cut of \$150,000 has been effected in the 1938 tax levy of the New Trier Township High School District. This is the second large reduction in high-school taxes within two years. The school has been on a cash basis

for several years which has made it unnecessary to borrow money on tax warrants and to pay heavy interest charges for the use of money.

♦ East St. Louis, Ill. The board of education has been compelled to make a levy this year to cover a \$48,000 deficit in the building fund. The debt accumulated during the last three fiscal years, in each of which building-fund expenditures have exceeded the budget estimate from \$2,000 to \$28,000. Expenditures from the building fund thus far this year are now \$17,000 above the budget allotment.

REFUND BONDS

The board of education at Mason City, Iowa, has reissued \$55,000 of bonds at an interest rate of 2¼ per cent. The bonds which had been drawing 5 per cent will now net 2.13 per cent due to the fact that they had been sold at a premium of \$550. The series will mature between 1939 and 1953 and will run an average term of eight and one-half years.

NEWS

ANOTHER SCOOP IN EDUCATIONAL MOTION PICTURES!

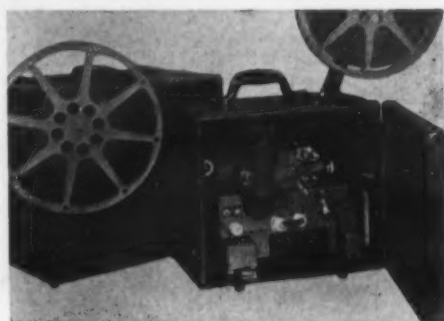
Many New Grand National Films Available for Fall Semester

IN addition to the recent scoop of dozens of Hollywood-produced Universal feature pictures on 16 mm. film, Bell & Howell now has obtained 36 recent Grand National hit films. These, and many other newly acquired features and shorts from M. G. M., R. K. O., and Gaumont-British, will be exclusively distributed by the B & H Filmosound Library to educational users of 16 mm. sound-on-film projectors.

These are recent releases, many of which are still appearing in theater lights. Just glance at a few sample titles and stars! *Great Guy* with Jimmy Cagney! *Small Town Boy* with Stuart Erwin! *White Legion* with Ian Keith! *Yellow Cargo* with Conrad Nagel! *Dr. Syn* with George Arliss! And 42 others, all carefully selected and specially edited to insure their suitability for school audiences.

Plan to use some of these films this fall. Send coupon for a complete list and details about how they can best be used in connection with various school subjects.

To Show These Films Right Use the IMPROVED Filmosound 138



A new, more powerful amplifier gives Filmosound 138 doubled sound volume. Two new features provide greater film safety. Yet there is no increase in the recently reduced price of this compact, convenient projector. For classroom or moderate-size auditorium, no projector can offer a better performance than Filmosound 138. Write for details. Bell & Howell Company, Chicago, New York, Hollywood, London. Established 1907.

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After The Meeting

STORIES FOR SPEECHMAKERS

There's many a true word said in jest. — PROVERB.

Sure to Come

"Step up here, O'Brien, and let me have a good look at ye!"

"What's the idea?"

"I've got some insultin' things to say to ye an' I want to be able later on to identify ye positively as the man who struck me." — Toronto Globe-Mail.

She Wants All

LEM: I suppose your wife always wants to have the last word.

OTT: Not at all, Lem; she prefers to keep right on talking. — Pathfinder.

The Toastmaster's Function

It is the toastmaster's duty to see that the speakers be brief, be bright, begone.

Heckling

An eloquent politician was constantly being interrupted by a man in the crowd, who kept shouting "Liar!" After about the twentieth repetition the speaker paused and fixed his eyes on the tormenter.

Then he said: "If the gentleman who persists in interrupting will be good enough to tell us his name instead of shouting out his profession, I feel sure we will all be pleased to make his acquaintance." — Cablegram.

SCHOOLROOM HUMOR

What He Wanted

Dr. J. W. Brooker, state director of school-building construction for Kentucky, recently inspected a new country school plant near Louisville in the region where racing stables abound. One of the classes engaged in a health lesson was discussing the value of milk for health and growth.

Upon Dr. Brooker's suggestion that boys could not hope to grow into big strong men, one tiny lad held up his hand and said: "Please, Dr. Brooker, I don't want to grow big and heavy. I want to become a jockey and ride in the Derby."

Art Pupil

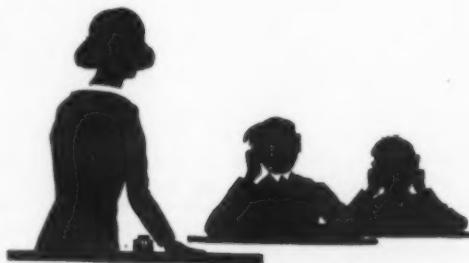
A woman traveling by train was talking with the man in the next seat. In describing her holiday, she said that she had visited San José.

"You pronounce that wrong," said the man. "It is San Hosay. In California you should pronounce all J's as H's. When were you there?"

The woman thought a minute, then answered, "In Hune and Huly." — Philadelphia Bulletin.

TEACHER: "What is the Soviet?"

PUPIL: "It's what Frenchmen call their napkin."



More Like It

TEACHER: "I should like you all to take more pride in your personal appearance. Now, Johnny, how many collars do you wear a week?"

JOHNNY: "Please, teacher, do you mean how many weeks do I wear a collar?" — Edinburgh Dispatch.

School Buyers' News

NEW ROYAL CATALOG. The new Royal School Furniture Catalog, just issued by the Royal Metal Manufacturing Co., Chicago, Ill., introduces a complete new line of Royal furniture for every need. The outstanding feature of this new line is that the seating—desks and table tops—is constructed of tempered Masonite, shaped to provide the greatest comfort and convenience. This new Royal seating offers a material far more substantial, practical, and finer looking than wood. Masonite will not warp, peel, or split, is more durable than wood, and less costly to replace.

The catalog illustrates and describes metal furniture suitable for every department of the school—for the library, recreation room, lunchroom, restroom, auditorium, and classroom use. A copy of the catalog will be sent to any school official upon request.

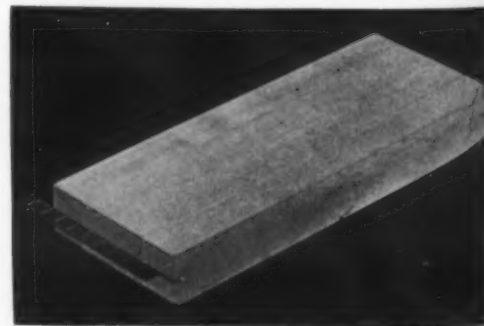
NEW BLACKBOARD CATALOG. If schoolmen are patting themselves on the back in the belief that education is making great progress, the manufacturers of school equipment are more than justified in taking note of the fact that they have more than kept up with the educational procession. A commercial publication that gives evidence of most progressive policies is the Catalog No. 17-A of "time-tested school apparatus and supplies," issued by Weber Costello Company, Chicago Heights, Ill.

Architects and school authorities will find of especial value the very complete detail plates and specifications for planning schoolrooms and installing writing boards. They will also find helpful the technical data on various types of blackboard, particularly Velvastone and Hyloplate. The firm manufactures a considerable line of cork bulletin boards, map display rails, etc., and these are illustrated and described.

STORING CLASSROOM MATERIALS. To meet the need for ample storage space to accommodate materials, books, and supplies necessary in classroom activities, a new type of integrating storage unit has been developed by John J. Nesbitt, Inc., Holmesburg, Philadelphia, Pa. The storage cabinets are supplied in steel units; with shelves, with or without doors, and in form to meet any ordinary schoolroom requirements. Bookcase sections are also available.

The units are planned for construction to harmonize with the widely used Nesbitt heating and ventilating unit, known as the Syncretizer. The Nesbitt engineers are prepared to co-operate with school authorities and architects in the development of storage units suited to special instructional requirements. The service can be applied to old buildings quite as effectively as to new schoolhouses.

A NEW TYPE OF MAPLE FLOORING. Northern hard maple furnishes the most widely used and, in the opinion of many school authorities, the most satisfactory type of school flooring. Its longer life, its greater smoothness, its resiliency



New Robbins Maple Flooring.

have established hard maple flooring in the estimation of most school authorities.

A new type of hard maple flooring suited particularly to schoolrooms and gymnasiums has been developed by the Robbins Flooring Co., of Rhinelander, Wis. The flooring is made of short pieces of edge-grain maple held in place by saw-toothed steel splines which prevent warping and pulling apart. It is furnished in 10-ft. lengths and is laid in plastic mastic. The floors may also be had in unit wood blocks. The material is furnished in 1½ inch thickness or in any thickness desired from 1 inch upward. Descriptive circulars are available from the manufacturers.

BUILDS MINIATURE SCHOOLROOMS. As a means of demonstrating problems of lighting schoolrooms, the General Electric Company at Nela Park, Cleveland, has constructed several portable miniature demonstration schoolrooms. These are



The miniature classroom of the General Electric Company is so equipped with lighting fixtures that various conditions of natural lighting and artificial lighting can be accurately reproduced.

so equipped so that various lighting conditions can be very accurately illustrated. The miniatures are fully equipped with desks, chairs, blackboards, and lighting fixtures. Boards of education and parent-teacher groups who are interested in school lighting problems may arrange to obtain one of these miniature schoolrooms for lecture purposes.



Mr. H. B. Spackman

The new **WATRUS FLUSH VALVES** catalog, No. 448, illustrating and describing the entire series of flush valves and vacuum breakers, shut-off valves and soap dispensers has just been issued by the Imperial Brass Mfg. Co., 1200 West Harrison St., Chicago, Ill.

New articles in the catalog are the flush valve combinations, vacuum breakers, and foot-pedal equipment manufactured by the firm. Complete roughing-in drawings are given for the use of draftsmen and school authorities. The catalog will be sent to school authorities and architects upon request.

NU-WOOD COLOR HARMONY is the title of a new informative catalog of "Nu-Wood," made by Wood Conversion Co. It contains four pages of full-color photographs among its 32 pages of illustrations. There are 75 photographs showing many views of Nu-Wood installations in offices, schools, theaters, etc. The color pages show wall and ceiling treatments in Nu-Wood Tile, Plank, Wainscot, and Board.

Nu-Wood accessories, moldings and friezes, are also shown. A complete description of Nu-Wood Interior Finish products, together with Nu-Wood Insulating Lath and Nu-Wood Insulating Sheathing, includes sizes, colors, and thicknesses. Copies of the booklet may be obtained from the Wood Conversion Company, St. Paul, Minn.

THE MACDONALD HARDWARE MANUFACTURING COMPANY, recently organized to manufacture building hardware specialties, owes its existence to the expanding federal school-building program and to the diversified lines formerly made by the Dalmo Manufacturing Company, of San Francisco.

The MacDonald Hardware Manufacturing Company has taken over the exclusive manufacture of Dalmo-Simplex Window Products, Hauser Casement and Awning Type Fixtures, Kramer Flush Valves, and other building hardware products. The MacDonald Company, now the largest manufacturer of specialties of this type in the United States, is rapidly becoming the leader in the national field with the perfection of its present plans to increase its operating force and to inaugurate aggressive nation-wide merchandising campaigns. The Company has established its headquarters at 963 Harrison St., San Francisco, Calif.

The officials of the company are Mr. Edmund B. MacDonald, Mr. T. I. Moseley, and Mr. Alvin M. Karstensen, the latter also acting as general sales manager.

● The school board of Baraboo, Wis., has reorganized with the election of Dr. A. R. DIPPOL as president, and GEORGE McARTHUR as vice-president.

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